

**INTERNATIONAL LABOUR ORGANIZATION (ILO)**  
**International Programme on the Elimination of Child Labour (IPEC)**  
Multi-bilateral Programme of Technical Cooperation  
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Government of the United States of America  
Government of the Dominican Republic

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## EXECUTIVE SUMMARY

The Government of the Dominican Republic confirmed its strong commitment towards eliminating child labor by becoming the second country in the Americas to develop and implement a time-bound approach for the eradication of the worst forms of child labor. As a manifestation of its commitment and in preparation for this new program, the Ministry of Labor of the Dominican Republic in collaboration with the ILO's International Programme for the Elimination of Child Labour (IPEC) and with the support of United States Department of Labor (USDOL) embarked on a series of preparatory activities to expand the knowledge base and raise awareness of the issue. This project document is one of the outcomes of these activities. It has been designed within the framework of the new Worst Forms of Child Labour Convention (No. 182) of the International Labour Organization.

This project will support the development of the Dominican Republic's National Plan Of Action to eliminate the worst forms of child labor. The project will focus resources on key national policies and programs as well as seeking to create the necessary conditions to make possible the elimination of the worst forms of child labor in the Dominican Republic. At the national level the project components will focus on:

- Information and monitoring
- Policy development and legislation
- Awareness raising and social mobilization

In addition, the project will develop action programs targeting specific worst forms (child victims of commercial sexual exploitation, children working in hazardous agriculture and in the informal urban sector) prioritized by the National Steering Committee in selected geographical regions. These action programs will develop model interventions that can be extended or scaled up to address children in these and other worst forms at the national level. The project components at the local level are:

- Information and monitoring systems
- Social protection measures
- Awareness-raising
- Income generation alternatives

This initiative will be the main pillar of US Department of Labor (USDOL) funded activities in the Dominican Republic. These include the previously funded TBP preparatory activities, the pilot interventions in Constanza and in Boca Chica and the Dominican Republic components of the sub regional projects to combat child labor in coffee and commercial agriculture.

This project will directly benefit **around 2,600 working children and indirectly other children at risk (siblings, etc.)** under the age of 18 as well as **1,424 families of working children**. All families with children as beneficiaries will receive services from the project.

The project will recruit a Chief Technical Adviser (CTA) that will be responsible for its implementation. The total donor contribution is \$3.5 million dollars and the estimated national contribution is \$1.43 million dollars. The project duration is 39 months beginning in October 2002.

<b>LIST OF ABBREVIATIONS</b>
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AP:	Action Program
APSO:	Action Program Summary Outline
CBO:	Community Based Organization
CELADE:	Latin American Demography Center
CEPAL:	Economic Commission for Latin America and the Caribbean
CLU:	Child Labor Unit
CNA:	Code for the Protection of Children and Adolescents
CONANI:	Child Protection Council
CSE:	Commercial Sexual Exploitation
DME:	Design, Monitoring and Evaluation
EAP:	Economically Active Population
ENTI:	National Survey on Child Labor
GDP:	Gross Domestic Product
GO:	Government Organization
IAD:	Inter American Development Bank
IDEFA:	Family Institute
ILO:	International Labor Organization
INFOTEP:	Institute for Vocational Training
IPEC:	International Program on the Elimination of Child Labor
MDT:	Multi-Disciplinary Team
MOU:	Memorandum of Understanding
NGO:	Non-Governmental Organization
NPM:	National Program Manager
NPO:	National Program Officer
NSC:	National Steering Committee
ONAPLAN:	Office of National Planning
ONE:	National Statistic Office
PC:	Project Coordinator
PDE:	Ten-Year Education Plan
PRELAB	Ministry of Education, Adult Education Program
PRODOC:	Program Document
PROMESE:	Essential Medical Drug Program
REDTI:	Local Network for the Eradication of Child Labor
SEE:	Ministry of Education
SESPAS:	Ministry of Public Health and Social Assistance
SET:	Ministry of Labor
SINAMOTI:	Child Labor Monitoring System
SSPR:	World Bank Social Structural Policy Review
SWOT:	Strengths, Weaknesses, Opportunities, & Threats
TBP:	Time Bound Program
UNAP:	Primary Care Unit
UNDP:	United Nations Development Program
UNICEF	United Nations Children's Fund
UROC:	Unit of Community Oral Re-hydration
USAID:	United States Agency for International Development
USDOL:	United States Department of Labor
WFCL:	Worst Forms of Child Labor
WFP:	World Food Program

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# 1. BACKGROUND AND JUSTIFICATION

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## 1.1. Introduction: Time Bound Program in the Dominican Republic

The unanimous adoption of the International Labour Organization's (ILO) Convention on the Worst Forms of Child Labor (No. 182) by the International Labour Conference in June 1999 has been considered a milestone in the history of the ILO's fight against exploitative child labor. As of August 2002, over 150 countries have ratified the Convention, the majority of which are, notably, developing countries. The Dominican Republic registered its ratification in 2000.

The Convention lists four categories of the WFCL, which require immediate elimination:

- all forms of slavery or practices similar to slavery, such as the sale and trafficking of children; debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- the use, procurement or offering of a child for prostitution, production of pornography or pornographic performances;
- the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- work which by its nature or by the circumstances under which it is carried out, is likely to harm the health, safety and morals of children.

The Time-Bound Program (TBP) is an improved modality designed to assist countries to eliminate the worst forms of child labor within the shortest possible timeframe. Specifically, it aims to assist countries in developing policies, programs and projects that have a demonstrable impact on the worst forms of child labor. This special effort puts emphasis on combining sector, thematic and geographically based approaches, linking action against child labor to the national development effort as a whole, to economic and social policies, from macro-economic performance to population dynamics, educational and labor market policies. It also puts a premium on mobilizing society, and on engaging the leadership of each country.

The most critical element of the TBP is that it is activated and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labor in a defined period of time. This implies commitment by a country to mobilize and allocate national human and financial resources to combat the problem. The Government of the Dominican Republic confirmed its strong commitment towards eliminating child labor by becoming the second country in the Americas to develop and implement a time-bound approach for the eradication of the worst forms of child labor

The Dominican Republic ratified ILO Conventions No. 138 in June 1999 and Convention No. 182 in November 2000. The Government has identified the elimination of the worst forms of child labor as one of its top priorities. The Dominican government has been engaged in an inter-institutional process to implement a national and comprehensive Child Protection System. Under the leadership of the Child Protection Council (CONANI) and the Governing Body (*Organismo Rector*), and with the support of UNICEF, preparation of a National Plan for the Promotion of Children's and Adolescents' Rights has significantly advanced. Likewise, the National Committee for the Elimination of Child Labor has been strengthened under the leadership of the Ministry of Labor (SET),

A pioneering pilot project to remove children from hazardous agricultural activities in the Municipality of Constanza has been very successful—lessons learned from this project have had a significant impact at the national and international level. Evidence of this impact is the decision made by the SET to sustain pilot project activities and expand the coverage to other types of hazardous work in Constanza. In addition to the Constanza project, other direct action activities are also being carried out. They include removing children from hazardous work in coffee, tomato, and rice production and providing them and their families with viable alternatives.

As a manifestation of its commitment and in preparation for this new program, the Ministry of Labor of the Dominican Republic in collaboration with the ILO's International Programme for the Elimination of Child Labour (IPEC) and with the support of United States Department of Labor (USDOL) embarked on a series of preparatory activities to expand its knowledge base and raise public awareness of the issue. The activities were funded by USDOL through an IPEC project<sup>1</sup> and by the Dominican Ministry of Labor. Despite the challenge of quantifying the worst forms, especially commercial sexual exploitation of children, the government has set a target of reducing these prioritized forms by 25% by 2007. The Ministry has taken a visible and important leadership role in the Dominican government's efforts towards the elimination of child labor. It has carried out extensive consultations with employers and trade unions and an extensive media campaign. The Ministry's commitment is demonstrated by its pledge of a cash contribution of US \$300,000 to the IPEC TBP preparatory activities project.

## 1.2. The present project

These preparatory activities and consultations with the ILO constituents have created a national consensus on the scope of the project proposed in this document and how it will be linked to the Time-Bound Program to eliminate the worst forms of child labor in the Dominican Republic. This project will support the development of the Dominican Republic's own national strategic plan to eliminate the worst forms of child labor. Under the leadership of the Ministry of Labor and through the National Steering Committee, this project will work with key agencies of the Dominican government (Ministry of Labor, Ministry of Education and poverty alleviation programs) to create the necessary conditions for the elimination of child labor. The project will provide technical assistance to the government in the development of a National Plan of Action for the elimination of the Worst forms of Child Labor. This plan will prioritize areas of interventions; set clear targets and timetables as well as specify each government agency's role and commitment. This project will support the regular compilation of statistically valid information about child labor as well as a system for monitoring the worst forms. It will build on the on going campaigns and mobilizations continue to raise awareness of key actors and the public in general about the consequences of the worst forms of child labor. It will support the capacity building of the key agencies to combat child labor, promote changes in the legislation to conform to ILO standard and the capacity of the government to enforce them. The project will promote that key government agency and programs as well as other international agencies and NGOs include child laborers and their families as one of their target groups.

Building on the successful experience of other IPEC projects such as Constanza, the project will develop action programs targeting specific worst forms (child victims of commercial sexual exploitation, children working in hazardous agriculture and in the informal urban sector) prioritized by the National Steering Committee in selected geographical regions. These action programs will develop model interventions that can be extended or scaled up to address children in these and other worst forms at the national level. The government's plan of action will define a time frame for the complete elimination of all the worst forms. Therefore a key component of the project is to develop the instruments, methodology and institutional capacity to identify, measure and monitor the worst forms of child labor.

This project will be the main pillar of US Department of Labor (USDOL) funded activities in the Dominican Republic. These include the previously USDOL funded TBP *preparatory* activities, the pilot interventions in Constanza and in Boca Chica and the Dominican Republic components of the sub regional projects to combat child labor in coffee and commercial agriculture. The project will also coordinate closely with the IPEC sub regional project to combat domestic child labor, which is being financed by Canada, as well as with other relevant activities of other international agencies and NGOs.

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<sup>1</sup> See IPEC project "Preparatory activities for the elimination of the worst forms of child labor in the Dominican Republic," project (TBP preparatory) number **DOM/01/P50/USA**.

### 1.3. Socio- economic Background

The Dominican Republic shares with Haiti the island of Hispaniola in the Caribbean. In 2000, the total population was 8.6 million, over 60% urban and of which 2.4 million live in the capital city of Santo Domingo. Per capita income was \$2, 061 in 2000. The economy has been the largest and fastest growing in the Caribbean during the 1990's, spurred by Industrial Free Trade Zones (FTZs), tourism, construction and telecommunications.<sup>2</sup> However, traditional sectors of the economy such as mining, agriculture and local manufacturing (including sugar-refining), employing a high proportion of workers have been among the most laggard. The DR economy is relatively diversified with manufacturing, agriculture and commerce contributing 17%, 11.1% and 13% respectively to GDP in 2000.<sup>3</sup> The economy suffered a sharp economic downturn in 2001 due to the slowdown in the international economy and is expected to recover in tandem with improvements in international economic conditions.<sup>4</sup>

Increases in the GDP have not automatically translated into decreases in social inequalities or improvement in the standard of living of the population as a whole. An important sector of the population (mainly rural) has not benefited from the economic growth. In 1998, one third (32.2%) of rural households lived in poverty more than double the rate of urban households (15.1 %). Poverty in the Dominican Republic (DR) shares most of the characteristics of the poor worldwide: larger families, less education and less access to basic services. Since the working poor in DR are mostly rural and derive their income from agriculture, the stagnation of this sector of the economy has affected their progress disproportionately. This has resulted in migration to the cities, straining an already weak social services infrastructure. The population of the DR is expected to be over 75% urban by 2010.

In the past several decades the DR has experienced a significant migration out of the island mostly to the US but also to Europe. Remittances from abroad are estimated to account for 10 % of GDP. As it has been found in other countries, international migration in the DR is mostly a middle class phenomenon, not contributing to increases in equity.

After decades of dictatorship and a civil war, since 1986, the Dominican Republic has had a stable democracy. The current *Partido Revolucionario Dominicano* (PRD) administration, led by President Hipolito Mejia, assumed office in 2000 and holds a majority in the Senate and near majority in the Chamber of Deputies.

Table 1. Economic and Social Indicators	
Population (2000, millions)	8.6
Population growth (1994-00)	1.8
GNP 2000 in US \$ billions	19.7
GNP per capita (2000-in US \$ Calculated by Atlas method)	2,061
GDP growth (90-00)	7.7
GDP growth (99-00)	6
Illiteracy (% population +15)	6
Infant mortality rate (Per 1,000 births)	38.9
Access to safe water (% pop.)	79.0
Life expectancy (years)	67.3
Source: World Bank World Development Indicators, 2002	

### 1.4. Child labor situation in the Dominican Republic

#### 1.4.1. Incidence of child labor

According to data provided by the 2000 National Survey on Child Labor (*Encuesta Nacional de Trabajo Infantil* - ENTI), there are about 428,720 working children in the Dominican Republic representing 17.7% of the 2.42 million children and adolescents between the ages of 5 and 17<sup>5</sup>. In rural areas 20% of the children work compared to the 16% in urban areas. However, since the

<sup>2</sup> Dominican Republic Social and Structural Policy Review (SSPR), World Bank Report No. 20192, 2000.

<sup>3</sup> Economist Intelligence Unit ([www.eiu.com](http://www.eiu.com)), Dominican Republic Country Report, March 2002.

<sup>4</sup> *Ibid.*

<sup>5</sup> The estimate was obtained by multiplying the proportion of children and adolescents that claimed to have performed some type of economic activity (with pay, profit, or no pay) the week before the interview and the estimated population (5-17 years old) of the Dominican Republic for the year 2000. It is also important to note that this estimate does not reflect the economic activity of children working in their own homes.

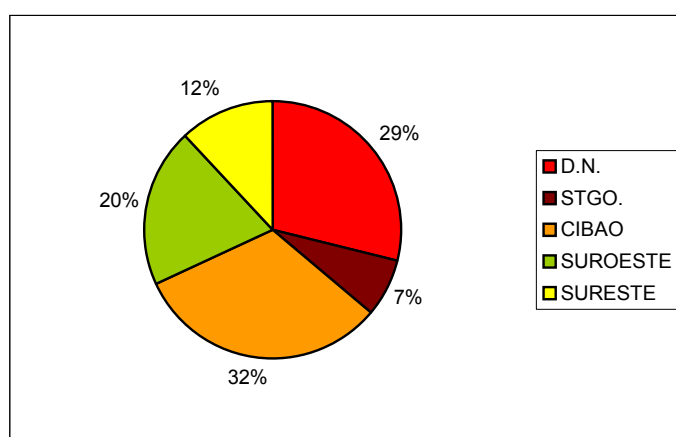


population is mostly urban a greater absolute number of children work in urban areas (244,943) than in rural areas (183,777). There is a significant difference in terms of child labor participation between boys and girls – while 26.2% of males work, only 9.1% of the females do. This is consistent with the fact that more girls than boys go to school but the magnitude of the difference (See table 4) may also indicate that many girls are involved in household activities that historically have escaped detection and measurement.

Table 2. Dominican Republic: Child labor rates					
	Total	By gender		By area of residence	
		Males	Females	Urban	Rural
Working children (%)	17.7	26.2	9.1	16.4	19.9
5-17 year-old population (in millions)	2.422	1.219	1.203	1.497	0.925

Source: ENTI, 2000

Graph. Child labor participation rates by region



Source: Child Labor National Survey, 2001

As illustrated in the graph, the National District and the Cibao Region have the largest number of working children.

The main occupations are services<sup>6</sup>, commerce, and agriculture. Overall, working boys are mostly engaged in services (32.5%), agriculture (21.0%), and commerce (20.1%). The majority of working girls are engaged in services (59.9%) and commerce (24.0%), with a relatively small percentage engaged in agriculture (5.2%).

As illustrated in table 3, the occupation of children varies by area of residence. In urban areas the occupations with the highest proportion of working children are services (44.2%) and commerce (24.3%), in rural areas these are agriculture (35.8%) and services (33.3%). As the age of the children increases a larger proportion of the children are engaged in industry.

Table 3. Dominican Republic: Child labor by occupation								
Occupation	Total	By gender		By area of residence		By age group		
		Males	Females	Urban	Rural	5-13	14-15	16-17
% agriculture, fishing, forestry	17.0	21.0	5.2	3.8	35.8	18.9	17.4	11.4
% commerce, restaurants and hotels	21.5	20.1	24.0	24.3	16.6	19.2	24.6	22.5
% construction	4.6	5.8	1.2	5.0	4.0	3.7	3.9	7.1
% industry	12.8	15.2	5.4	17.1	6.0	10.7	13.5	15.9

<sup>6</sup> Services include domestic work and other personal services such as shoe shining, gardening, washing cars, ironing, and doing errands.

Occupation	Total	By gender	By area of residence	By age group				
		Males	Females	Urban	Rural	5-13	14-15	16-17
% services	40.4	32.5	59.9	44.2	33.3	43.8	35.6	34.3
% others	3.7	5.4	4.3	5.6	4.3	3.7	5	8.8
5-17 year-old working population	428,720	319,363	109,357	244,849	183,871	240,914	90,405	97,401
5-17 year-old population (in millions)	2.422	1.219	1.203	1.497	0.925	1.794	.329	.299

#### 1.4.2. Child Labor and Education

As table 4 indicates school enrollment rates in the Dominican Republic are high. According to the ENTI survey over three fourths of the children 5-17 years are attending school and not working<sup>7</sup>. There are important variations by gender. While girls are more likely than boys to be only attending school (85.2% and 69.4%, respectively), boys are more likely to be combining work and schooling (23.4% and 8%), and to be only working (2.8% and 1%). These rates also differ by area of residence. Urban children are more likely to be only attending school than are rural children (79.3% and 73.9%, respectively). In turn, rural children are more likely than urban ones to be both attending school and working (17.7% and 14.6%), and only working (2.1% and 1.8%). As age increases, there are more children who attend school and work, and only work. It is important to observe that one of every ten children aged 16-17 is not attending school or working. These adolescents are likely to be seeking work.

Table 4. Dominican Republic: School attendance and child labor								
Occupation	Total	By gender		By area of residence		By age group		
		Males	Females	Urban	Rural	5-13	14-15	16-17
% Only attending school (not working)	77.2	69.4	85.2	79.3	73.9	82.1	68.7	57.3
% Attending school and working	15.8	23.4	8.0	14.6	17.7	12.6	23.7	25.8
% Only working (not attending school)	1.9	2.8	1.0	1.8	2.1	0.8	3.7	6.8
% Not attending school nor working	5.1	4.4	5.8	4.3	6.3	4.5	3.9	10.1
5-17 year-old population (in millions)	2.422	1.219	1.203	1.497	0.925	1.794	.329	.299

<sup>7</sup> The number of children in these age group working (17.7% of the total) is the result of the addition of the 15.8% that combines work with schooling, and the 1.9% that works and does not attend school.

## 1.5. The response

### 1.5.1. Legislative framework and policy development

The Dominican Republic ratified ILO Convention No. 138 on minimum age of employment in June 1999. The Labor Code (*Law 16-92, article 251*) establishes 16 years as the minimum age of employment and prohibits the participation of adolescents under 18 in dangerous occupations. It also prohibits under-age children to work if the activities interfere with compulsory education. The code assigns the responsibility of defining hazardous occupation. Resolution 03/93 lists criteria determining what is hazardous for children under 18 including use of dangerous machinery or tools, work where there is emission dust particles, radiation or other toxic materials, work that is dangerous by nature or uses dangerous materials such as explosives, insecticides and fungicides.<sup>8</sup>

The Dominican Republic ratified the UN Convention on the Rights of the Child in 1991. The Code for the Protection of Children and Adolescents (CNA) was adopted in 1994 (*Law 14-94*). This code does not include any reference to child labor. The Code established the institutional foundation and procedures for the comprehensive protection of children and adolescents below the age of 18. The Governing Body (*Organismo Rector*) of the System for the Protection of Children and Adolescents (CONANI) was established as part of "Law 14-94." The *Organismo Rector* is constituted by the Ministry of Public Health and Social Assistance (SESPAS), the Ministry of Education (SEE), the Office of the Attorney General, the Child Protection Council, the Technical Secretariat of the Presidency, and two representatives of non-governmental organizations.

Since August 2000, the newly elected Dominican authorities have aimed at more efficiently promoting the human rights of children and adolescents. One of its first initiatives was the ratification of ILO's Convention 182 regarding the worst forms of child labor on November 2000. A special session of the Government Assembly was held in April 2001 in order to discuss the situation of children and adolescents in the country. With the agreement of all Ministers of the Social Cabinet priority areas were established regarding children, including protection against commercial sexual exploitation and improving education<sup>9</sup>.

At that date a Commission was created to study and present a proposal to reform the CNA to eliminate existing gaps and contradictions specifically related to the role of the Children and Adolescents ombudsperson, the penal code, and child protection and rehabilitation measures.

Under the leadership of the CONANI and the Governing Body (*Organismo Rector*), and with the support of UNICEF, the preparation of a "National Plan for the Promotion of Children's and Adolescents' Rights" has advanced. At this time there are on-going consultations including the participation of children and adolescents, NGOs, government and private organizations to agree on the priorities to be addressed by the National Plan of Action for Children and Adolescents. In all meetings held for this purpose, commercial sexual exploitation and hazardous work have come forth as two of the priority problems affecting Dominican children.

As a response to the problem of CSEC, the Interinstitutional Commission to Prevent and Eliminate Commercial Sexual Exploitation in Tourist Areas was created in 1996. It is comprised of a number of government agencies, including the Ministry of Tourism, the National Police, the National Directorate of Migration, and the Governing Body (*Organismo Rector*). In 1996, the Commission implemented a Preventive and Attention Strategy for children and adolescents that have been victims of commercial sexual exploitation in tourist areas. The Interinstitutional Commission is developing a national awareness-raising campaign emphasizing the criminal nature of CSEC and the sanctions that abusers face. In August 2002, the Senate passed a resolution declaring any action to combat CSEC as a high priority for the government. The government has started the process that will lead to the ratification of the UN protocol against the trafficking, prostitution and use of children in pornography.

<sup>8</sup> The whole text of the Labor Code and the three pages of the resolution can be found in the SET Web site: <http://www.set.gov.do/legislacion/codigo/Cod001.pdf>

<sup>9</sup> In January 2001 a Social Policy Cabinet was created by executive mandate to guarantee improved coordination between institutions and to promote a coherent policy that includes the social protection, social assistance and poverty alleviation components.

### 1.5.2. Ministry of Labor

The SET has led the process of prevention and eradication of child labor in the country, creating in 2002 a unit dedicated to the prevention and eradication of child labor and protection of working adolescents (Child Labor Unit, CLU). As part of the TBP preparatory activities the SET has:

- Initiated the design of an information system to capture cases of working children and adolescents and the services they are being provided.
- Launched an awareness raising campaign including television ads, press reports and 30,000 posters, 50,000 calendars and 500 pins.
- Coordinated with the Ministry of Education for an awareness-raising campaign aimed at the regional education offices.
- Trained labor inspectors in the monitoring of working children. The inspectors are now part of the monitoring mechanism for IPEC projects.

In addition the SET has pledged US\$300,000 to support the action programs to eradicate hazardous child labor in Constanza and commercial sexual exploitation in Boca Chica, components of the USDOL-financed IPEC TBP preparation project.

### 1.5.3. Education

The Constitution of the Dominican Republic establishes basic education as compulsory and free for all children. The General Education Law (66-97) establishes the last year of pre-school education (6 year olds) and the two four year cycles of basic education as compulsory.<sup>10</sup>

Last year the implementation of the first ten-year education plan of education was completed. The main achievements included increased coverage<sup>11</sup> of basic education, enactment of the new education law<sup>12</sup>. Improvements in education included<sup>13</sup>:

- Illiteracy rate decreased from 27.7% in 1981 to 15.3% in 1996.
- Net pre-school enrolment improved consistently to reach 53% in the 1998/99 school year.
- Net basic education coverage increased to 84.1%, improving almost 16 points in the last decade.
- The net enrolment in secondary education improved from 22.3% in 1991 to 26.1% 1998/99.
- The over age rate for basic education, meaning the number of children at least two years over the standard age for their grade, decreased from 34.5% in 1996 to 27.9% in 1999.
- Dropout rate decreased from 26.5% in 1989 to 8.1% in 1995.
- In 2001 a resolution passed that permits children to enroll in basic education without a birth certificate. This change in education policy has allowed 62,000 additional children to enroll in school. During the school year, the Ministry of Education has agreed to help all these children gather the information necessary and assist in the processing of their birth certificate in the civil registry.

<sup>10</sup> The Dominican Education System consists of two years of pre-school, two four-year cycles in primary school called basic education and three years of high school.

<sup>11</sup> Coverage means increased enrolment through increased availability of school infrastructure either through increased number of schools, more classrooms or the provision of multigrade classrooms.

<sup>12</sup> "El futuro de la educación en la República Dominicana, oportunidades y desafíos". Jorge A. Sanguinetti y Jorge M. Fernández. USAID. Octubre, 2000.

<sup>13</sup> Informe Desarrollo Humano en la República Dominicana, 2000. UNDP.

The present government has declared education as one of its priorities. In the process of designing a new ten-year plan Dominican Education Development Plan (*Plan de Desarrollo de la Educación Dominicana*). Some of the on-going programs of the Ministry will be strengthened and some new programs will be created. They include:

#### *Improving access and retention*

- The Innovative Multi-grade School Project (Proyecto escuela multigrado innovada) is aimed at rural schools that do not have enough children to justify additional classrooms. The program is designed to allow teachers to provide instruction to children in two or more grades in one classroom. This program has allowed many schools that only counted with the first basic education cycle (of four years) to complete the second basic education cycle in order to offer the 8-year compulsory grades. The result has been that more children have continued their education instead of leaving school due to the distance of the assigned schools. The extension of the program by the SEE will include teacher training and the creation of additional 200 teachers as well as the expansion and improvement of the infrastructure and equipment of schools. The program has been partially financed by UNICEF and Plan International.
- Attention to Diversity Program (Programa de Atención a la Diversidad) that encourages the inclusion of all children in school by addressing their special educational needs in particular sectors including those children excluded because of socio economic reasons.
- Since the rural-urban migratory process has created a classroom deficit in the poor urban areas, SEE is committed to increasing the number of classrooms in existing schools in these areas.
- A World Bank 42 Million US\$ loan was approved to improve access to pre-schools by creating pre-school classrooms and training teachers.

#### *Improving Quality*

- A program to strengthen the first two years of elementary education through the implementation of constructivist methodologies.<sup>14</sup>
- Summer training sessions for teachers on different topics to allow them to improve their teaching.
- Improvement of school performance, emphasizing the training of principals, improving the management of schools' administrative and technical tasks, improved teacher supervision and the involvement of the community both in the management of the school and in the entire educational process.
- A teacher training program, which, up to the year 2000, has trained 17 regional elementary school supervisors, 102 district supervisors and 14,000 first and second grade teachers on innovative teaching methods.
- Education for Life Program, aimed at training on how to address the education-health component right from the classroom.
- Supplying teaching materials for the classroom, which has included production and distribution of 65,000 first and second grade reading and writing guides. Besides, an important number of guides to address diversity and classroom project design have been written and distributed.

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<sup>14</sup> In the academic education literature, constructivism is a philosophical point of view about teaching and learning that proposes that authentic learning can only be achieved when an individual learner is given the opportunity to process new information in ways that make sense to that individual. Constructivism further proposes that this authentic learning is best accomplished and processed in an interactive social context. In practice, then, constructivism can be best seen as a collection of teaching methods to improve learning environments.

- School breakfast in all schools throughout the country.

#### 1.5.4. National Plan to Combat Poverty

The Government's Social Cabinet has headed the development of a National Plan to Combat Poverty. Wide consultations were held in 2000 and 2001 in cooperation with the *World Bank and the Universidad Madre y Maestra*. The plan will focus public policies and programs on the pockets of extreme poverty in the country. The government gives priority to protecting children through the establishment of safety nets that help prevent and curtail malnutrition, encourage school attendance and expand health services.

Some programs have been implemented such as monthly subsidies of approximately US\$18 a month dollars for poor families, under the condition that children attend school. Administered by the Ministry of Education, the subsidy is now being distributed in 1,200 schools and benefiting 41,219 mothers.

#### 1.5.5. International donors and NGOs<sup>15</sup>

The largest bilateral donors are the United States and Japan, followed by Spain, United Kingdom, Germany and France. The largest multilateral lenders are the World Banks and the Inter-American Development Bank (IDB).

IPEC is working in close coordination with UNICEF to develop a program to prevent commercial sexual exploitation of children. They have co-financed several training activities, material design and the design of a National Plan to Combat CSEC. In addition, UNICEF is developing a Child Friendly Municipalities program, has supported an emergency telephone line to denounce cases of child abuse. It supports the SEE in the Innovated Multi-grade School Program and is leading the development of the National Plan of Children and Adolescents.

International NGOs that are most active in the country and have programs aimed at children, focus their support on the improvement of education and health. Some of those most relevant to this project include:

- La Fundación para el Desarrollo Comunitario (Save the Children, Republica Dominicana), which is developing projects to improve education in some of the poorest regions of the country (Valverde, Montecristi, Santiago Rodríguez) that include building and improving schools, community centres, community drugstores and sports fields.
- Plan Internacional (International Plan), which is financing the Innovated Multi-grade School Program of SEE. Besides, it includes a child health component in Distrito Nacional, Azua and San Juan de la Maguana, which includes vaccination, malnutrition, measures against diarrhea, parasite control and elimination.
- World Vision includes an educational improvement component as part of its community development projects, which include programs to train young leaders, socio-cultural enhancement, teacher training, improvement of school infrastructure and educational materials. Currently, it is working in Distrito Nacional, San Cristóbal, Bahoruco, Pedernales and Independencia.

### 1.6. ILO and IPEC in the Dominican Republic

#### 1.6.1. ILO Programs in the Dominican Republic

Through the Multidisciplinary Advisory Team (MDT) in San Jose, Costa Rica, the ILO provides policy advice, technical assistance and capacity building to government, employers and workers organizations in Dominican Republic.

Worth noting as part of such technical assistance is that provided to the Instituto de Formación Profesional (INFOTEP), which has resulted in a review of the entire system of both formal and non-

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<sup>15</sup> Programs implemented through ILO-IPEC are described in section 1.5.

formal technical and vocational training in the country.

Moreover, a large number of the technical cooperation projects that ILO is carrying out in Central America also include the Dominican Republic. Among these, the following must be pointed out as closely related to this project:

- *Workers' Education for rural workers' organizations.* Through this project, rural organizations are receiving training in several issues, including hazardous work and national and international legislation on the worst forms of child labor. It is expected that this training will enhance their role in denouncing cases of child exploitation in some of the areas of intervention of this project.
- *Modernization of Labor Administration Systems,* which has strengthened, among others, labor inspectors including the worst forms of child labor, encouraging inspectors to play in detecting and denouncing hazardous labor. An example of this cooperation can be found in the municipality of Constanza.

#### 1.6.2. IPEC's experience

In January 1997, a Memorandum of Understanding was signed between the Government of the Dominican Republic and the ILO, through which IPEC began its activities in the country. One of the first activities undertaken was the creation of the National Steering Committee to Combat Child Labor in March 1997. In the same year, a report on child labor in the Dominican Republic was produced. During a national consultation in 1999, the National Report on Child Labor was discussed with relevant social partners and proposals were made for the elaboration of a national action plan to eliminate child labor.

Since 1998, IPEC has had some initial experiences of direct intervention to remove children from the worst forms of child labor in the agricultural sector and provide educational and other services to these children and their families. High-risk geographical areas or agricultural sectors have been selected as priority for intervention, including the Municipality of Constanza, the coffee-growing zones of the Province of Peravia, the tomato-producing zones of the Province of Azua, and the rice-producing zones in the Municipalities of Villa Riva and Arenoso.

As a result of these first interventions, 2,350 children have been withdrawn from work, 3,500 have been prevented, 4,000 have received educational services from the projects and 800 families have received training, vocational training and/or micro-credits.

These interventions have shown the exploitative conditions in which thousands of children presently work in the Dominican Republic. Public authorities have given their support and made commitments to these types of initiatives to such an extent that the current program in Constanza is now being fully financed by the SET. The high impact of the project in Constanza enabled the design of a Second phase, which began in July, 2002 and whose objective is to make Constanza the first municipality free from the worst forms of child labor in the Dominican Republic.

Given the size of the problem of commercial sexual exploitation of children and the commitment of the country with its prevention and elimination, a project is being implemented to prevent and combat commercial sexual exploitation of children in selected areas of the country. As part of this project, and in cooperation with UNICEF, support is provided to the design of a National Plan to combat commercial sexual exploitation of children and adolescents. The Dominican Republic participates in the USDOL-funded sub regional program to combat CSEC that will provide an opportunity for the relevant agencies to learn from and exchange experiences of other countries in the region.

In addition, the DR is also part of the Canadian funded IPEC sub regional child domestic workers project.

An important part of IPEC activities in the country have been to sponsor research to gain a better understanding of the conditions in which children work in particular sectors or regions.

Table 5 Dominican Republic: IPEC's studies on worst forms of child labor	
Municipality or Province	Activity under study
Constanza (La Vega)	Child labor in <b>hazardous commercial agriculture</b> and other high-risk activities (such as street vendors)
Peravia	Child labor in <b>coffee</b> production
Azua	Child labor in <b>tomato</b> harvesting
Duarte, La Vega, María Trinidad Sánchez, Sánchez-Ramírez	Child labor in <b>rice</b> production
Santiago	Commercial <b>sexual exploitation</b> of children
Santo Domingo and other urban areas	Child <b>domestic service</b>
Santo Domingo*	Urban work

### 1.6.3. Preparatory activities for the TBP

Due to the complexities of designing and implementing a TBP, preparatory activities funded by USDOL and SET were designed and are being implemented to gain a fuller understanding of the worst forms of child labor and the socioeconomic reality in the country. The strategy of the TBP preparatory activities has three basic components:

*Improving the knowledge base* of the working and living conditions of children involved in the worst forms of child labor. The activities currently being developed as part of this component are:

- Two baseline surveys are being implemented: one on urban child work in Santiago and Santo Domingo, and another on hazardous agriculture in Samaná province. These surveys complement the knowledge gathered in other research studies listed in table 5.
- Hazardous work is currently being mapped, as part of a process of regional consultations with participation by experts in occupational health and safety. These consultations will also produce a national map of the projects in childhood and development currently carried out by NGOs and other donors. The process will enable an assessment of the real coverage of public programs such as those developed by SEE (donation of uniforms, school breakfast, textbook donation, etc.)
- In close coordination with SET's Legal Department, a study will be conducted on the existing labor laws, in the light of Conventions 138 and 182. As a result of the study, the country will submit reforms of those laws and regulations that do not match the contents of the Conventions.
- A study of the socioeconomic context will be conducted as soon as the in-depth analysis of ENTI's data is completed. Then, updated information on child work will be available for the socioeconomic analysis to focus on the relationship between child labor and the economy.

*Awareness raising, social mobilization, and capacity building* have been an integral part of the preparatory activities. A campaign (radio, television, posters and newspaper) has been designed and implemented by the SET to raise awareness among key social partners (government, employer and worker groups, NGOs, and community leaders) and the general public. Training and consultation workshops have been conducted and will continue to be undertaken with governmental and non-governmental organizations to establish priorities and identify resources for the elimination of the worst forms of child labor. Meetings have been held with business chambers (CONPARDON and CONEP) to sensitize their members and reach their support for the implementation of the TBP. Work with sector groups (tourism, agriculture) has been initiated in order to sign agreements with the various sectors. Although these efforts have begun to raise awareness and have mobilized key actors, in order to change the knowledge, attitude and perception of society, a much longer horizon for the



awareness raising, social mobilization and capacity building is necessary.

Unions, on their part, support the process of identification of hazardous work in each region by mobilizing not only their members but also farmers' organizations, which should play an important role but are not currently part of any representation structure. Besides, work is being coordinated with them to design a national training plan that will reach all their bases.

*Development of policies* aimed at eliminating the worst forms of child labor will be undertaken using the National Steering Committee as the coordinating body of child labor policy in the country. The results of numerous meetings have been coordinated with the Committee to combat CSES and a consensus on the priority areas for action included in this project document has been reached.

In addition, *targeted pilot interventions* for withdrawing children from the worst forms of child labor and providing them with educational opportunities have begun – a program to create a municipality free from the worst forms of child labor in Constanza and elimination of the commercial sexual exploitation of children in Boca Chica– to demonstrate the feasibility of eliminating the worst forms of child labor in a specific geographical area and/or sector. Lessons learned from these pilot projects will be invaluable in the development of strategies, interventions and action programs for this Timebound project.

The TBP preparatory activities project permitted IPEC to hire a National Program Manager who has coordinated all IPEC activities during this past year including providing technical support to the SET and the newly established Child Labor Unit, the design and supervision of research, technical support to implementing agencies in the elaboration of action programs and active involvement and participation in all awareness raising, mobilization and capacity building activities.

### **1.7. Existing gaps**

In spite of the efforts made by the government of the Dominican Republic to combat child labor, especially in its worst forms, there is still considerable work to be done. Some of the areas where the country shows the greatest deficiencies in relation to child labor are explained below.

#### **1.7.1. Information**

The National Survey on Child Labor (ENTI) carried out as part of the SIMPOC program has revealed the true magnitude of child labor in the country, but it does not probe into the children's living conditions nor into the degree of danger in the jobs they do. A mapping of hazardous jobs is currently being done as part of the preparatory activities of this TBP, which will have to be supplemented with more specific studies once hazardous jobs are identified and defined.

On the other hand, the demographic data on the country are scarce and obsolete. The last census was done in 1993 and the Study to Determine Poverty was carried out in 1997. It is necessary to design instruments to identify the poor population and thus target public policies, particularly the one to combat poverty. Data related to the education system are scarce and confusing, differing noticeably depending on the source used.

There is no information system on childhood and adolescence. Public institutions do not routinely register and systematize information. Each agency handles different indicators and registries, making comparison of information extremely difficult. It is therefore very important not only to design uniform systems based on new technologies, but also to undertake special training so each institution can use the new data management system.

#### **1.7.2. Awareness raising and social mobilization**

The general public is still not aware of the rights of children and adolescents and, therefore, does not demand that these rights be respected. No process of community intervention has been developed to encourage families and communities to defend those rights –a situation closely related to situations of abuse that are not denounced and lack of follow-up when complaints are filed. Therefore it is important to continue and supplement the intensive mass media campaigns to extend coverage and to include community work with parents of working children.

In cases of abuse and commercial sexual exploitation of children, lack of adequate information and impunity in the case of abusers discourage the victims and their families from denouncing the case and demanding compensation and reparation. Efforts need to be made to disseminate not only what children's rights are but also the types of punishment defined for abusers.

### 1.7.3. Legislation, regulatory framework and enforcement

In spite of the progress that passing the Code on Childhood and Adolescence (CNA) would bring, challenges remain to its implementation. The budget allocated for the autonomous *Organismo Rector*, is insufficient since funding does not match the extensive mandate determined by CNA. The responsibility of each public institution when they confront the exploitation of children needs to be more clearly spelled out. In relation to child labor, the CNA refers to the Labor Code and does not address the issue explicitly. Adolescent labor is not regulated and no special norms are stated to protect this age group. The Labor Code, in turn, defines 16 as the age for admission to work, which means that once they reach that age; adolescents may perform any type of work. This contradicts Convention 182, which sets the minimum age for hazardous employment at 18. National legislation needs to be harmonized with the Convention.

As for CSEC, the national legal framework includes other laws besides the CNA, such as the law against Domestic Violence (No. 24-97). Both legal texts include provisions to protect childhood, establish procedures for victims and aggressors typify and sanction sex crimes and the elements that constitute commercial sexual exploitation. However, (CSEC) is not explicitly addressed in any of these laws.

In spite of this legal framework, the institutions that constitute the protection system have not been able to respond effectively to the problems of child labor and commercial sexual exploitation. Those institutions lack the necessary structure and financial resources to implement a true protection system. Despite the efforts made to disseminate the contents of the laws, there is still considerable lack of knowledge among the public officials in the system. There is also confusion among institutions about their roles, lack of trained human resources and high rotation of technical staff. There is also lack of enforcement to ensure overall protection; and coordination between public institutions needs to be improved.

### 1.7.4. Education

Despite the efforts made by the government that have resulted in noticeable improvement in Dominican education, there continue to be serious problems demanding considerable investment. Net enrollment data for basic education indicate that 16% of the population still does not attend school. In 2001, the ratio of public expenditures for education to GDP was 2.8. Although an increase from 2.3 in 1998, it remains well below the 3.8 averages for Latin America.<sup>16</sup> In rural areas, school infrastructure is poor and inadequate, with many children having to walk long distances to attend schools that lack basic furnishings and didactic materials. School fees and the costs of uniforms, books, meals, and transportation are also impeding children's access to basic education. The quality and relevance of education are also important determinants in school attendance and participation in economic activities.

In general terms, both dropout rates and the number of students repeating the same grade have decreased during the last few years, but their levels are still very high. As a result, over one-half of the Dominican students who begin their general education do not complete it.

### Coverage

Even though coverage of basic primary education has increased considerably after the implementation of the Ten-Year Education Plan, there are many cases of marginalized urban and rural areas with schools lacking the most fundamental conditions for education (that is, classrooms with all their window panes and doors, shelves to keep learning materials, bulletin boards, walls painted and decorated to suit each level, bathrooms working properly, etc.). In rural areas, school infrastructure is

<sup>16</sup> UNDP, 2000 and World Bank SSPR, 2001.

poor and inadequate, with many children having to walk long distances to attend schools that lack basic furnishings and didactic materials. It is still common to set up classrooms in community and municipal spaces to compensate for the lack of SEE infrastructure. Consequently, more resources are needed to invest on school infrastructure and to improve existing facilities.

Particularly serious is the low coverage and enrolment rate in high school, which only reached 29.3% of the population in 1996. Out of the total number of high school students, only 13% came from rural areas, which suggests that secondary education is a basically urban phenomenon.

In addition to practically no technical and vocational training centers in rural areas, access criteria have been established which do not respond to the characteristics of the population groups that require these services, particularly in relation to age and academic level required.<sup>17</sup>

### *Quality*

The quality and relevance of education are also important determinants in school attendance and participation in economic activities. The quality of education in the Dominican Republic is highly debatable: real learning is insufficient as indicated by the results of the international performance tests UNESCO administered in 7 Latin American countries in 1994. The Dominican Republic ranked last, with results comparable to those obtained by much poorer countries such as Bolivia and Ecuador.

Other factors contribute to worsen the quality of education, such as the common practice of shortening the school year and the school day by frequent interruptions in the teaching process due to environmental factors, lack of coverage of the children's basic needs, as well as lack of teachers' motivation. The latter stems from the low salaries teachers receive and the generally poor working conditions resulting in long strikes during the last school year. There is a lack of teaching materials and supplies in schools.

The curriculum is not considered practical by student and parents and is not seen as pertinent for seeking employment resulting in high dropout levels. There is a need to develop skill and vocational training programs in schools for adolescents in order to retain them in secondary school.

### *After school activities*

The availability of recreational and educational spaces in the community affects how children spend their free time. This is particularly relevant given that children attend school an average of four hours per day (either in the morning or afternoon shift).<sup>18</sup> Schools in the Dominican Republic have two 4-hour shifts. Therefore many children can attend school and work. Some of the work they are engaged in is hazardous. In addition, IPEC's experience is that working children are more likely to drop out of school. Many parents have children accompany [them to work because of a lack of alternatives. There are very few day care or recreational programs for the children before or after school.

### *Cost*

As stated above, it is still commonplace for schools to impose fees to improve infrastructure and provide school materials; school fees and the costs of uniforms, books, meals, and transportation are also impeding children's access to basic education.

#### *1.7.5. Poverty alleviation and economic alternatives for families*

During the 90s, the dynamism of the Dominican Republic relied on a few sectors FTZ, tourism, construction and telecommunications. In 1998 and using a poverty line of \$60, 25.8% of the population qualify as poor, which means that over two million Dominicans face this condition.

<sup>17</sup> A child must be over 16 and have completed basic education to be admitted.

<sup>18</sup> Another problem faced when an attempt is made to withdraw children from exploitative work is the lack of recreational infrastructure in their communities. When the children stop working, they are not accustomed to spending their free time in leisure activities such playing or reading. This reinforces their parents' perception that work is the best option.

It is important to highlight some of the features that characterize poverty:

- Low level of education. Almost 85% of poor household heads have not completed primary education, and over thirty percent have no education whatsoever facing enormous challenges for employment and other opportunities even within a growing economy.
- Rural areas. In the predominantly urban Distrito Nacional the incidence of poverty is 12.5%, as compared to 33.5% in rural areas. The living conditions in rural areas are worse in homes headed by agricultural workers. Per every 100 households headed by an agricultural worker, 33 are poor.
- Households headed by women. Out of every 100 households in this condition, 24 are poor, while the figure decreases to 20 in the case of male-headed households.

Although poor children have higher school attainment rates than their parents, high school enrolment is still low compared to other Latin American countries. The World Bank SSPR estimates indicate that throughout the 1990s the returns on education for workers who only attained primary education are low. Large number of Haitian immigrants which results in an ample supply of low skilled labor willing to work at low wages means that this trend is likely to continue. Therefore policies and programs that reduce the barriers and increase the demand to education for the poor especially in the rural areas need to be implemented.<sup>19</sup>

It is also necessary to develop income and employment alternatives for rural areas, since the highest percentage of the poor and the largest incidence of child labor is in these areas. Many of the programs of the National Plan to Combat Poverty are small in size and would need to be widely expanded to have national coverage. The implementation of more comprehensive programs to provide health and education opportunities to the poor will demand more resources and would probably imply increased taxation.<sup>20</sup>

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<sup>19</sup> World Bank, SSPR, 2000

<sup>20</sup> Ibid.




## 2. TARGET GROUPS

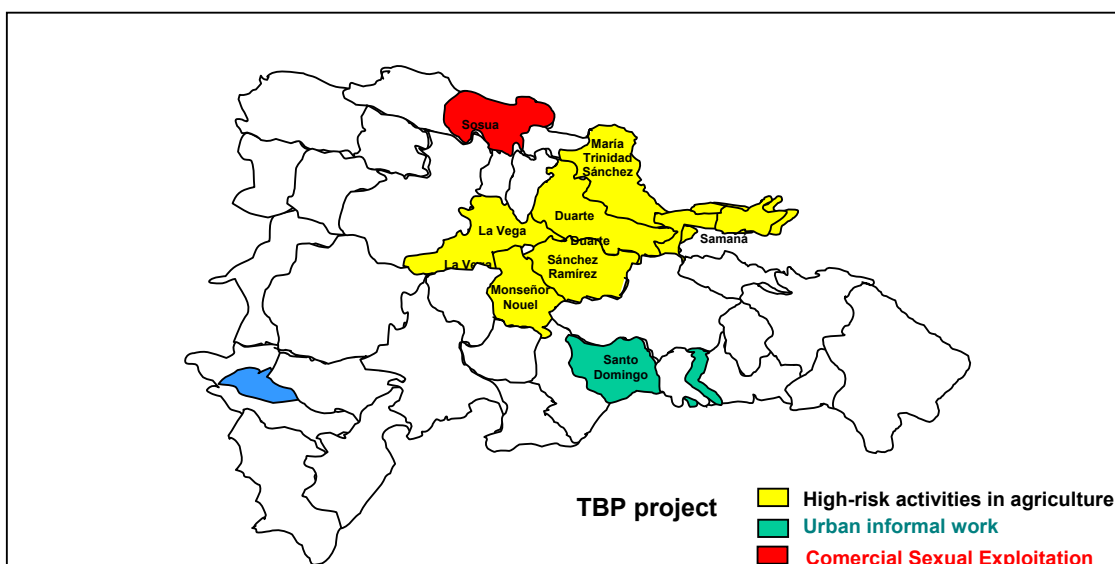
### 2.1. Geographic coverage

The project will undertake activities at the national level aimed at the creation of an environment conducive to the elimination of the worst forms of child labor. Direct action programs focusing on priority target groups will be limited initially to selected municipalities. The municipalities have been chosen using the following criteria:

- prevalence of WFCL selected by the National Steering Committee;
- previous IPEC experience with projects and action programs in the targeted municipalities;
- presence of public and private agencies dealing with children's issues

Table 6 and the following map provide details on the provinces where the targeted interventions will take place.

Table 6. IPEC-TBP in the Dominican Republic: Targeted provinces by WFCL								
WFCL	Provinces							
	Distrito Nacional	Duarte	La Vega	María Trinidad Sánchez	Mons. Nouel	Puerto Plata	Sanchez-Ramirez	Samaná
 Commercial Sexual Exploitation						√		
 Hazardous Urban Informal Sector	√							
 Hazardous Agriculture		√	√	√	√		√	√



## 2.2. Characteristics of the target population

The TBP will focus on the urgent elimination of the worst forms of child labor. While the ENTI has been able to provide a great deal of information about child labor in the country, some of the worst or hidden forms of child exploitation have not been fully captured. Thus, and as part of IPEC's strategy in the country and the TBP preparatory activities, rapid assessments and baseline surveys on the nature of several of the considered worst forms of child labor have been carried out. The activities under study included domestic service, commercial sexual exploitation of children, hazardous commercial agriculture, and urban work.

These studies have offered information on key elements (e.g., magnitude in defined geographical areas, characteristics, determinants and consequences) of such forms. Based on this information and other data provided by key actors, researchers and NGOs that assist working children, the National Steering Committee has defined that the priority areas for attention are: hazardous agricultural child labor, urban labor and commercial sexual exploitation of children. The following is a summary of the main features of these three groups.

### 2.2.1. Commercial Sexual Exploitation of Children

Because of the different characteristics of the problem (illegality on the part of "customers-exploiters", the more or less clandestine nature of such activities, and the social stigma faced by victims), exact data are not available on the number of sexually exploited children and adolescents. Nevertheless, a 1994 study, "Neo-Prostitution of Children in the Dominican Republic" (*"La Neoprostitución Infantil en República Dominicana"*)<sup>21</sup> estimated that 25,455 children and adolescents suffer from commercial sexual exploitation in the country. It is also estimated that 2 out of every 3 minors<sup>22</sup> suffering from this form of violence are girls or female adolescents. This represents 3% of the total female population between 6 and 18 years of age and 2% of the total male population between 6 and 18 years of age. No other studies have verified or confirmed these estimates given the difficulty of establishing a statistically representative sample.

IPEC conducted a USDOL financed rapid assessment study in 2001. This new study does not pretend to be representative, but according to the 100 interviewed children in Santo Domingo and Puerto Plata, the majority of the clients are Dominicans, (71% of the girls' clients and 61% of the boys' clients). Even though many sex tourists visit the country, the important group of Dominican exploiters should not be underestimated.<sup>23</sup> It is also important to note that sex tourism only can exist when the local population tolerates and facilitates this kind of activity and where children are found in a vulnerable situation, produced by poverty, violence and lack of care options.

Another important finding of the USDOL financed rapid assessment was that there are still more men than women who exploit children sexually. Asked about their last client, 97% of the girls stated that the last client was a man, while the clients of the boys were: 49% women, 47% men and 4% a couple (a man and a woman). The exploiters pay between US\$22 and US\$45 for a sexual encounter with the child.

Some of the preliminary results of the mentioned study indicate that many of the children subjected to sexual exploitation also suffer from many other forms of physical violence, abuse of power, and negligence on the part of their families and society in general. The ages of the 100 children interviewed for this study in Puerto Plata and Santo Domingo, in the period from April to August 2001, were the following: 6% of the interviewed children were between 10-12 years old, 24% were between 13-15 years old and 70% were 16-17 years old.

37% of the children interviewed in Santo Domingo and 52% of the children interviewed in Puerto Plata have originally lived in other parts of the country. They were taken Sosúa-Puerto Plata or Santo Domingo by relatives (81.8% of cases) and the first client for one fourth of the population studied was

<sup>21</sup> Emmanuel Silvestre, Jaime Rijo, Huberto Bogart "La Neo-prostitución Infantil en República Dominicana" ("Neo-Prostitution of Children in the Dominican Republic"), ONAPLAN - UNICEF, 1994.

<sup>22</sup> A minor is considered to be a person under the age of 18.

<sup>23</sup> Source: Presentation of preliminary results by Leopoldina Cairo, PROFAMILIA in Regional Seminar for the Prevention and Eradication of Commercial Sexual Exploitation of Children, San José, August 22-24, 2001.

found through a friend. Once initiated, most males continue living with their mothers, while most females live with their partners and/or. About 30% are illiterate with 61% of the boys and 86% of the girls not attending school. Close to 56% of the girls are mothers. One third of the interviewed children consume alcohol every day and 10% of the girls have consumed cocaine at least one time in their lives.

For the children interviewed by IPEC commercial sexual exploitation begins early, with 28.6% of males having begun under the age of 15. Females began later with 16.1% starting under the age of 15. Early sexual activity among this subgroup, generally accompanied by lack of contraceptive measures makes it prone to early pregnancies. Thus, almost a third (32.2%) of these adolescents had already had children; and 10.2% had had two or three.

In relation to their health problems, about one of every ten minors studied (8.7%) reported having suffered from sexually transmitted diseases and between 50% reported having been victims of physical and /or psychological aggression. A total of 16.5% of the population studied admitted having used illegal drugs.

Contrary to common belief, tourists are not the majority of abusers. Therefore, in general terms, 2 out of 3 clients (67.0%) are Dominican (60.2% from the same locality where the minor lives and 6.8% from some other place in the country). A higher percentage of tourists involved in Sosúa-Puerto Plata, as this is basically a tourist area. In these localities, foreign clients for males (48.4%) reaches basically the same percentage as that of native clients (42.0%); however, in the case of adolescent girls, 2 out of every 3 people looking for paid sexual services are Dominican (59.3% from the same locality and 7.4% from some other community in the country).

### 2.2.2. Hazardous work

The National Steering Committee has prioritized for intervention children involved in hazardous agriculture and those children involved in the urban informal sector. The ENTI survey has provided an estimate of the number of children involved in agriculture in the rural areas and children in the informal sector in urban areas (see table 7). Almost 60 thousand children are involved in the agricultural sector in rural areas. Almost all these children are male. Over 50% are in the Cibao region. IPEC estimates that 213 thousand children work in the urban informal sector in the Dominican Republic. Over 70% of these children are male and 40 % of these children are in the National District. Using ENTI IPEC has also roughly estimated the children that work in the street (approximately 19,000 children), which is a sub-set of the children in the informal sector that the National Steering Committee considers particularly vulnerable.

Type of activity	TOTAL	By gender		By age group			By region <sup>24</sup>				
		Males	Females	5-13	14-15	16-17	1	2	3	4	5
Agriculture <sup>25</sup>	59,122	93.0	7.0	63.7	17.7	18.6	0.7	1.1	34.0	51.3	12.9
Urban work <sup>26</sup>	212,998	70.6	29.4	55.3	21.7	23.0	39.3	11.5	14.9	24.1	10.2
Urban street work <sup>27</sup>	18,578	60.6	39.4	66.0	19.5	14.5	42.9	15.3	13.7	18.4	9.7

<sup>24</sup> Source: IPEC based on ENTI results. **Region 1=Distrito Nacional; Region 2=Santiago; Region 3=Suroeste** (Azua, Bahoruco, Barahona, Elías Piña, Independencia, Peravia, San Cristóbal and San Juan de la Maguana; **Region 4=Cibao** (Dajabón, Duarte, Espaillat, La Vega, María Trinidad Sánchez, Monte Cristi, Puerto Plata, Salcedo, Samaná, Sánchez Ramírez, Santiago Rodríguez, Valverde and Monseñor Nouel); and **Region 5=Suroeste** (El Seibo, La Altagracia, La Romana, San Pedro de Macoris, Monte Plata and Hato Mayor).

<sup>25</sup> This estimation considered working children in agriculture in rural areas. It excluded activities such as forestry, fishing and herding. Variables combined information of economic activity and occupation.

<sup>26</sup> This figure was estimated by considering working children in urban areas in three economic activities -- commerce, industry, and services.

<sup>27</sup> Although there is not enough good data available on urban street work, we arrived at this figure by identifying a subset of children working in street commerce in urban areas. Occupations under this category included lottery vendors, peddlers (*vendedores ambulantes*), and street food vendors. Given the methodological restrictions, we recommend that this figure be taken with caution and considered only as a proxy.

The ENTI survey does not provide information about how many of these children are in HAZARDOUS occupations. The Dominican Republic is currently in a process of designating these occupations according to C. 182. The methodology for actually identifying these children will have to be developed as part of this project.

### *Hazardous commercial agriculture*

Despite the heterogeneity of agriculture in the Dominican Republic, from family subsistence agriculture to large-scale commercial plantations, the activity is associated with the intensive use of labor in each of the stages of the productive cycle. Variations by gender and age are usually found in terms of the participation in the different agricultural tasks. Studies show that adult males do most of the physically demanding activities. However, under circumstances of insufficiency or lack of adult labor, children take responsibility for major tasks that are often inappropriate for their age.

Children's participation in agriculture is often associated with poverty in rural areas. The most common consequences derived from it include educational disadvantage, and physical and emotional problems. Research has shown that children and adolescents who devote much time to these tasks usually drop out from school or show low achievement. In addition to this, and given the hazardous working conditions to produce some crops, it has been documented that the injuries and illnesses of children in agriculture account for a very high proportion among all the impairments suffered by working children<sup>28</sup>.

Preliminary information from the baseline surveys and other studies indicate that in agricultural activities children are often exposed (directly or indirectly) to herbicides and pesticides. They work for long hours (from 7 in the morning to early evening), carry heavy loads, and are exposed to extreme temperatures and weather changes. They use sharp instruments and heavy machinery while harvesting crops. These children suffer many physical and psychological illnesses, cuts, abrasions, and sometimes mutilation and even death. Moreover, the long-term effects to children of working in hazardous conditions are largely unknown.

As indicated in table 5, IPEC conducted studies on the participation of children in the production of tomato (Azua Province), coffee (Peravia Province) and rice (Duarte, La Vega, Maria Trinidad Sanchez Provinces). According to the available data, tasks associated to these crops often imply that children be exposed (directly or indirectly) to herbicides and pesticides. In addition to chemical exposure, there are other working conditions that help explaining why this is considered a "worst form of child labor", for instance, the long working hours, the need to carry heavy loads, and the exposure to extreme temperatures and weather changes. Moreover, children in these activities have to use sharp instruments and heavy machinery while harvesting the crops. Thus, accidents are frequent. Major consequences and risks involve physical and psychological illnesses, including cuts, abrasions, and sometimes mutilation and even death.

Children involved in hazardous agriculture have much lower education outcomes than expected in the DR. The baseline survey conducted in the rice producing areas illustrates this. 25.9 % of the working children interviewed worked from 6 to 7 days a week and 30.2 % worked more than 7 hours. Of these children 21.6 % did not know how to read or write, only 6% had finished basic education and 47.5% had dropped out of school. Of the children who had dropped out of school 31.6% had done so because of work.

### *Hazardous urban informal work*

Few forms of child labor involve such an immense range of activities as urban informal work. Indeed, according to research reports conducted in this area, this seems to be one of the ways of labor that involves the greatest number of possible activities, working places, dangers and risks. Thus, in terms of the different activities carried out by "urban informal workers", the following have been identified: Selling products in general, shoe shining, peeling fruit and vegetables, working at restaurants, etc.

Mostly, the working places where "urban informal workers" can be found include: Street markets,

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<sup>28</sup> Forastieri, V. (2002): *Children's health and hazardous work*. Geneva: ILO (2<sup>nd</sup> Edition).






parks, near traffic lights, bus stations and bus stops, buses, streets, and particular houses. In terms of its seasonality, and as compared to other forms such as agricultural activities that depend on the weather or the productive cycle, urban informal child labor usually involves non-stop work during the whole year.

In addition to these characteristics, the risks children face, associated with “urban informal work”, are considerable and involve great danger. Among the most serious ones, the following have been identified: Physical abuse by adult coworkers at the working place or space (in the case of open spaces), sexual abuse, verbal and psychological abuse, exposure to drugs and alcohol consumption, exposure to being sexually exploited, early and/or unwanted pregnancies, exposure to becoming involved in illegal activities, and delinquency (merchandise and money's loss). Out of the range of activities mentioned above, the one related to the greatest danger is that of street-selling, especially at night, where several of the potential risks arise.

Children working in the street perform different activities. Based on the results of a rapid assessment and in close consultation with the main stakeholders in this area, the specific sector for intervention will be selected. Many elements of the strategy will depend on this definition, i.e. the employers might be the parents in the case of street vendors or non-related adults if children are in workshops; most of the shoe-shining children work on their own. Depending on the employer, both the awareness raising and the monitoring strategy will substantially vary.




Nevertheless, all groups listed in section 3.8 on partners will be key actors in this area, with the exception of those agencies or programs directly linked with the rural sector (such as the Ministry of Agriculture or the Innovative Multi-Grade Schools). Even those institutions dealing with commercial sexual exploitation will be involved, considering the close links between the work in the urban informal sector and sexual exploitation of children.

Table 8. IPEC-TBP in Dominican Republic: WFCL characteristics and issues		
WFCL	Characteristics	Issues
<b>Commercial sexual exploitation</b> 	<ul style="list-style-type: none"> <li>- Majority female</li> <li>- Hidden nature</li> <li>- Exposure to psychological and physical abuse</li> <li>- Risk of Sexually transmitted disease and AIDS</li> <li>- Early and unwanted pregnancies</li> <li>- Potential risk of using alcohol and drugs</li> <li>- Social stigma</li> <li>- School drop-out; low achievement</li> <li>- Lack of reliable data</li> <li>- Of the children interviewed 35% were male, 65% female</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Complex familial structure and composition (e.g., single-parent households; parental absence)</li> <li>- Domestic violence</li> <li>- Existing demand of adults for sexual services (with a preference for children and adolescents)</li> <li>- Peer pressure</li> </ul>
<b>Urban informal sector</b> 	<ul style="list-style-type: none"> <li>- Exposure to urban violence</li> <li>- Exposure to sexual harassment</li> <li>- Potential risk of becoming involved in sexual exploitation, drug-trafficking and delinquency</li> <li>- School drop-out; low achievement</li> <li>- Lack of reliable data</li> <li>- IPEC estimates that 85% children working in this sector are male</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Urban-rural migration</li> <li>- Increasing urbanization processes and population density in cities</li> <li>- Unavailable or expensive educational and social opportunities</li> <li>- Parental beliefs (i.e., “work” equals “training for life”)</li> </ul>
<b>Hazardous Agriculture</b> 	<ul style="list-style-type: none"> <li>- Physically-demanding activity</li> <li>- Exposure to dangerous herbicides and pesticides</li> <li>- Exposure to long working hours</li> <li>- Exposure to contaminated water</li> <li>- Exposure to the sun and rain</li> <li>- Manipulation of dangerous and heavy tools</li> <li>- Accident risk</li> <li>- School drop-out; low achievement</li> <li>- In the studies conducted by IPEC, 90% children in hazardous agriculture are male.</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Marginalization of rural areas and lack of sufficient infrastructure and services</li> <li>- Insufficient available labor force in agriculture</li> <li>- Migration and seasonality</li> <li>- Unavailable or expensive educational and social opportunities</li> <li>- Parental beliefs (i.e., “work” equals “training for life”)</li> </ul>

### 2.3. Beneficiaries

This project will benefit directly **at least 2,600 working children**, which will be withdrawn from work and provided rehabilitation services, and **1,424 families of working children**. It will also benefit indirectly **those children at risk (siblings and others)** under the age of 18, which will be prevented from starting working. All families with children as beneficiaries will receive services from the project, and could be considered as direct beneficiaries.

Table 9. IPEC-TBP in the Dominican Republic: Target population estimation<sup>29</sup>

Target Group	Estimated number of children working in the sector at national level	Estimated number of children in targeted geographical areas	Estimated beneficiaries of this project		
			Working children	Children at risk (siblings and other children at risk of starting to work)	Families of working children
	N/A <sup>30</sup>	N/A <sup>30</sup>	200	200	160
	N/A <sup>31</sup>	N/A <sup>31</sup>	300	600	214
	19,668 <sup>32</sup>	13,554	2,100	4,700	1,050
<b>TOTAL</b>			<b>2,600</b>	<b>5,500<sup>33</sup></b>	<b>1,424</b>

The younger children (under 14 years) will be mainstreamed into formal primary schools. They will benefit from after-school programs and tutoring and other educational support to help them succeed in formal schools. The older children (15-17 years) will receive pre-vocational training, after completion of transitional education, if necessary. They will receive vocational skills training and assistance in finding gainful employment in various economic sectors. In some instances, and depending on the specific conditions of work, children will continue with work that is no longer dangerous, inappropriate or illegal for their age.

The project will target 200 children forced into commercial sexual exploitation in the Sosua-Puerto Plata area. The project aims to work closely with government institutions to improve the local institutional capacity to prevent the problem by: (a) raising awareness and mobilizing key sectors, (b) identifying cases of commercial sexual exploitation, (c) providing child protection services including integrated program that will include informal education, distance learning and vocational training as well as health and counseling services, and (d) effectively sanctioning exploiters. Whenever possible, children will be mainstreamed into the formal education system.

<sup>29</sup> The number of working children in the selected sectors has been estimated based on the information of the ENTI and the rapid assessments conducted in the country (average number of children per household and average number of working and non-working children). These estimates will be refined by the research currently underway and the census that will be conducted by implementing agencies to identify the beneficiaries at the beginning of the implementation of the action programs. The exact number of children, by age and gender in each target area will be determined then.

<sup>30</sup> Given the illegal and hidden circumstances of this activity, no information is available for either the national level or the targeted geographical areas.

<sup>31</sup> Although estimates on street children are available from SIMPOC data, these figures do not specify whether the circumstances of this type of labor are hazardous or not. Thus, no reliable information has been reported for either the national level or the targeted geographical areas.

<sup>32</sup> This estimation was based on the multiplication of the estimated number of children working in agriculture in all the provinces that produce rice by 0.77 (proportion of children that work in rice production according to the rapid assessment conducted in this sector).

<sup>33</sup> IPEC estimates reaching approximately 5,500 children as indirect beneficiaries. This estimation is based on the information of the ENTI and the rapid assessments conducted in the country (average number of children per household and average number of working and non-working children).

The project will develop a **prevention** strategy through intermediate institutions and organizations (schools, local development committees, community based organizations, parents associations, governmental agencies and NGOs) that is expected to reach many more children at risk of engaging in any of the identified worst forms of child labor.<sup>34</sup>

Schoolchildren between 5 and 14 will benefit from teachers that are trained and therefore better prepared to cover their education needs and more aware of the negative consequences of child labor. In the rural areas, children (working or at risk) will be able to finish their basic education thanks to the extension of the Innovative Multi-grade School Program promoted by the project.

The improvement of the health systems and the outcomes of the advocacy with public institutions to improve school, health and recreation infrastructure will indirectly benefit these children

Interventions at the national level (information and research, legislative and policy development, awareness raising and social mobilization, and capacity building) will indirectly benefit an undetermined number of children. One of the aims of these activities is to gather information on the actual incidence and magnitude of the worst forms of child labor in the country, so these figures become available for planning future interventions.

The project will quantify the number of indirect beneficiaries through post-intervention studies.

#### 2.4. Direct Recipients

Given the need to mobilize all levels of society against the worst forms of child labor the project will develop several initiatives to strengthen the capacity of government and civil society institutions to combat child labor in the Dominican Republic. The following will all participate in awareness raising activities and training by the project on the issue of child labor, ILO standards, national legislation and their respective roles and responsibilities to prevent children from entering and remove children from hazardous occupations or the absolute worst forms.

- Officials of the relevant ministries and government institutions including those represented in the National Steering Committee such as the Ministries of Labor, Health and Education;
- Mayors and other municipal officials, as well as the local government authorities of the targeted provinces;
- Law-makers, judges, court officials, Attorney General's Office, police and other law enforcement officials;
- Representatives of trade unions and representatives of employers' organizations;
- Community leaders, employers (owners) and teachers in the targeted communities, and
- Representatives of the NGOs, CBOs, members of the press and other media organizations.

#### 2.5. Partners

The project will be implemented in close collaboration with partners including government and international agencies, employers and workers organizations, NGOs and CBOs. Details are provided in section 3.8 on partners.

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<sup>34</sup> Estimation based on the information of the ENTI and the rapid assessments conducted in the country (average number of children per household and average number of working and non-working children).

### 3. PROJECT APPROACH AND STRATEGY

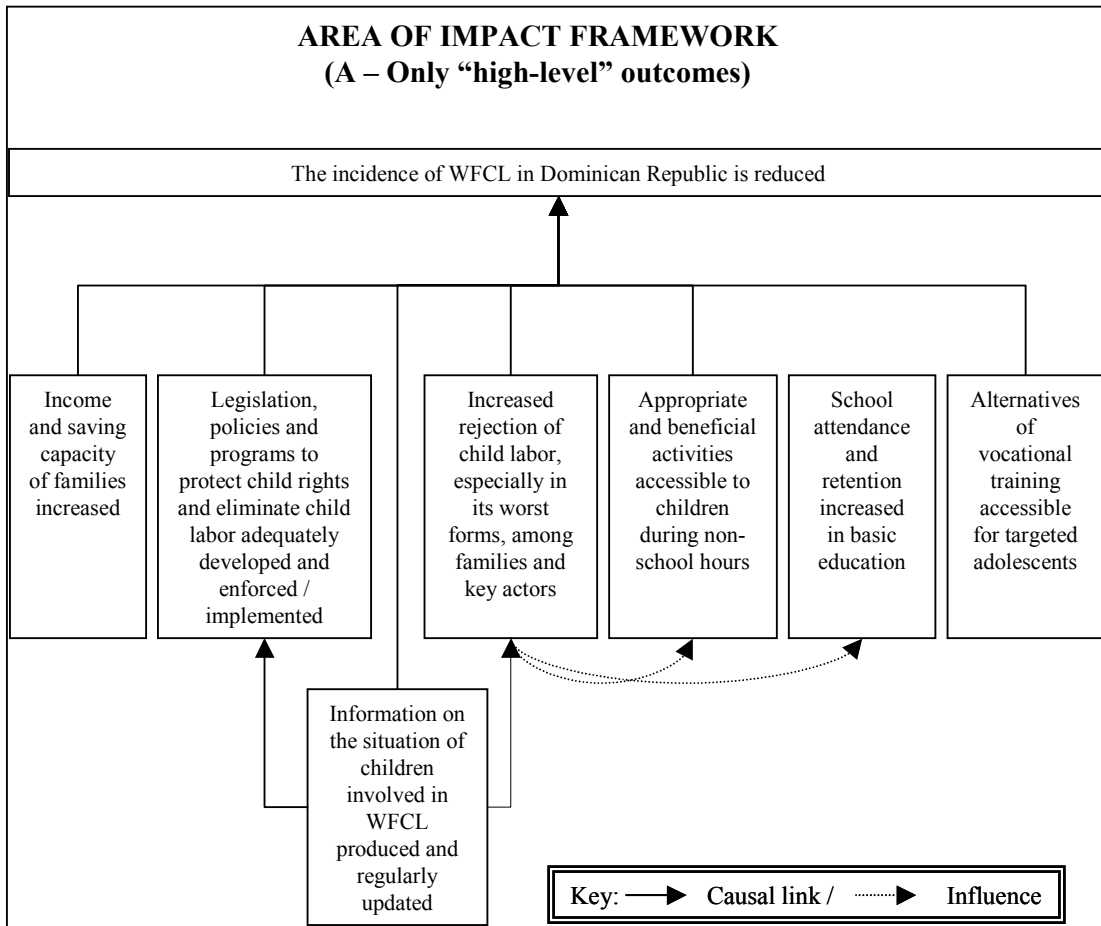
#### 3.1. The theory of change of the program (area of impact framework)

According to the problem analysis, the strategy to effectively contribute to the progressive elimination of the worst forms of child labor in Dominican Republic should be developed simultaneously in different areas. During the stakeholders' planning meeting carried out in June, seven high level outcomes corresponding to four different areas were identified, as follows:

Areas		Identified "High-Level" Outcomes
• Economic issues	→	• Income and saving capacity of families increased
• Law enforcement, policy development and institutional capacity	→	• Legislation, policies and programs are adequately developed and enforced / implemented
• Knowledge and cultural values	→	• Information on the situation of children involved in WFCL produced and regularly updated  • Increased rejection of child labor especially in its worst forms, among families and key actors
• Education, recreation and vocational training	→	• Appropriate and beneficial activities accessible to children during non-school hours  • School attendance and retention increased in basic education  • Alternatives of vocational training accessible for targeted adolescents

The analysis showed that the third outcome —information produced and updated— would be a means to achieving other "high level" outcomes identified, such as the rejection of child labor and the development of adequate policies and programs. At the same time, the rejection of child labor would influence school assistance and a better use of free time. This was represented in the area of impact framework (1) with dotted lines.

The achievement of these positive situations implies the production of several other outcomes logically linked to them in cause and effects terms, showing the theory of change leading to the progressive elimination of the WFCL in Dominican Republic (area of impact). The theory of change is briefly explained in the following bullet points and it is graphically represented in the area of impact framework (B).

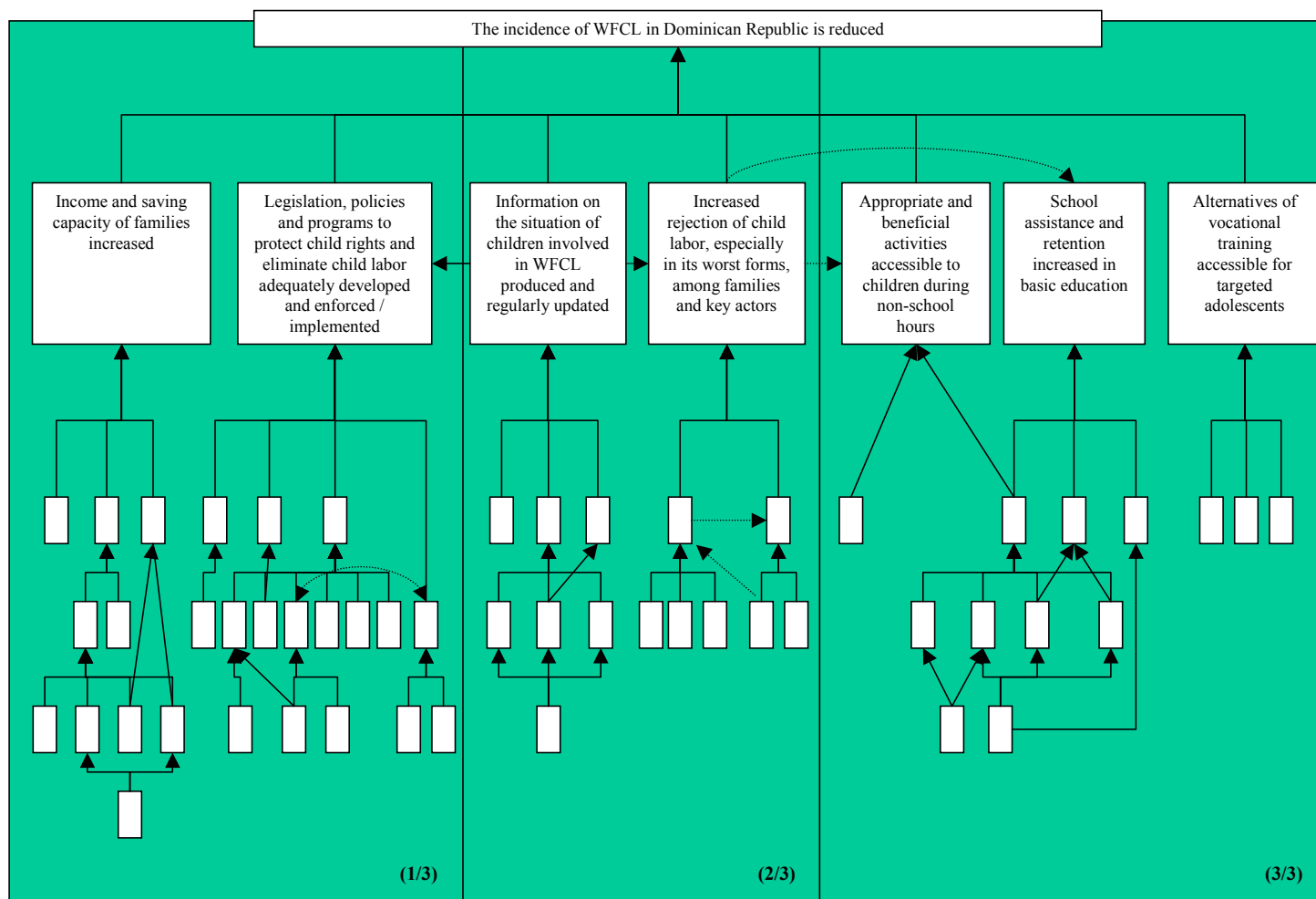


- Since poverty is an acknowledged cause of child labor, **the increase of household income and saving capacity** would be an essential outcome leading to its progressive elimination. To achieve this ambitious purpose, a “saving habit” would have to be promoted so families are in a better position to face critical situations (e.g., natural disasters, poor harvests, sickness of the breadwinner...) without resorting to child labor. The increase of income would come either through more decent jobs or through the existence of income generation alternatives for the adult members of the household. Training, community organization, diversification of agricultural production, technical assistance and access to credit would have to be provided to improve the financial situation of targeted families. There is a clear cause-effect link between the improvement of social and economic infrastructure and most of these outcomes.
- The main outcome to be achieved in the second area of work is the **enforcement/ implementation of the existing legislation, policies and programs**. Achieving this would imply basically increasing the capacity and coordination of key agencies and groups (including local governments and communities) to do it. Some specific issues concerning the access to health services and the effective operation of shelters would also be important in terms of ensuring the application of effective protection measures for children involved in commercial sexual exploitation. The increased capacity would be achieved by ensuring the existence of sufficient resources (financial and human) and by promoting the institutional knowledge of roles and responsibilities. The creation of a National Plan would also be a means to this end, as well as the systematic documentation of models of intervention. The comprehensive capacity building effort would be based on a participatory definition of the WFCL—following C.182 recommendations—and on training efforts. The provision of sufficient resources to the target group would be achieved by trying to include child labor in existing interventions, such as the Presidential Anti-Poverty Plan.
- To produce **relevant and updated information on the situation of children involved in worst**

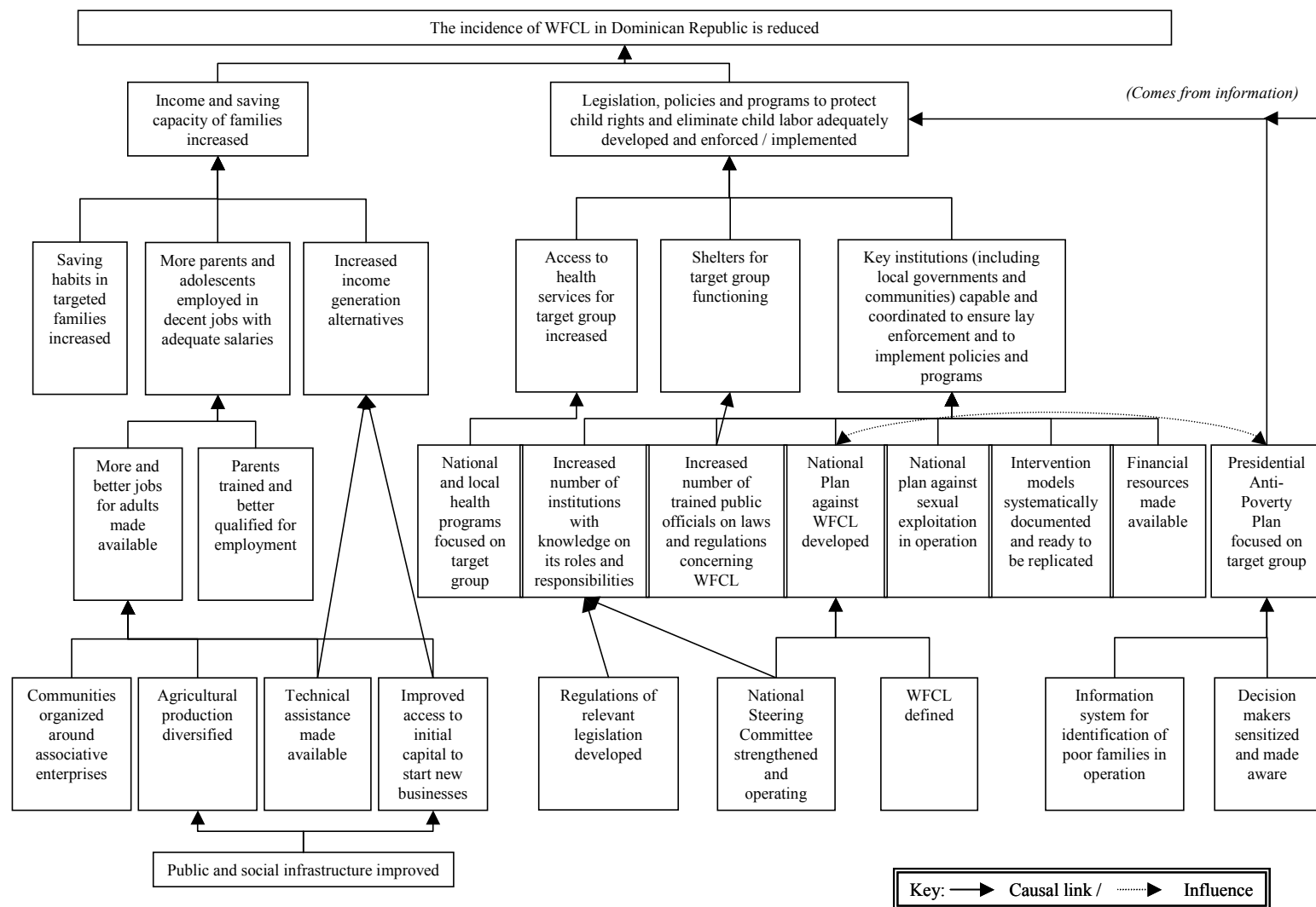
**forms of child labor** it will be necessary to incorporate indicators in national household surveys and establish a monitoring system. The special needs and ethical considerations for children involved into prostitution would be taken into account. The ability to quantify, identify and monitor children will allow the government to not only to focus attention and design programs to particular areas and sectors but also to evaluate the effectiveness of the programs. But most importantly it is hope that an effective system will be developed to refer individual children to the agencies responsible for the provision of social protection services. To accomplish this goal it is necessary for statistical surveys to include child labor indicators, to develop a system to monitor the worst forms

- **Social rejection of child labor** would be achieved through an increase in the level of awareness —of the negative consequences of child labor in general (and worst forms in particular) and on the legal/criminal issues involved— and through the mobilization of community organizations. To increase awareness, relevant information should be produced and widely disseminated through a campaign, and a network of journalist and opinion leaders mobilized. The inclusion of child labor issues in the agreements between employers and trade unions is also a necessary outcome. Finally, community mobilization would be fostered through education and training processes involving relevant organizations with field presence.
- The development of a more relevant basic education system (see paragraph below) would **allow children to spend their free time in activities in line with their developmental needs**. In the Dominican Republic most working children combine school with work. This is possible since school is only four hours long. The children may also be engaged in work that is hazardous or excessive in terms of hours. Working children are more likely to leave school. Therefore other community recreational alternatives —sports, art, games, etc.— would also have to be provided to complement the role of the school in this area. Since the schoolrooms are used by different school-shifts, space would have to be identified to carry out these activities in the community.
- **School assistance and retention** would ensure that children stay out of work and develop their capacities to get better jobs during their adult life. The relevance of the basic education system would have to be enhanced by reviewing curriculums and teacher-training programs, and by providing pedagogical resources to schools. Support programs —such as school breakfasts and meals, extra-time activities, study classrooms (“*sala de tareas*”), counseling or preventive health— would also have to be developed and extended to make education more attractive to children and families and to reduce the indirect and opportunity cost of education. For poor families, especially in rural areas, the indirect costs of education (such as transportation, school supplies and books) would have to be reduced. Teachers would have to be trained to be able to use the new tools and elements. A specific outcome to be achieved is the extension of the “multi-grade program”, allowing schools located in remote rural areas to provide quality education to children in different grades. School management would also need to be improved (better registry processes and more clear responsibilities). To achieve all these positive situations, public resources devoted to education would have to be increased and community participation would need to be promoted.
- Finally, for adolescents and older children, there should be **vocational training opportunities** provided by the national technical education system. To achieve this goal, the quality and offer of the training would need to be improved, the coverage of the system enhanced to reach rural areas and the access conditions made more flexible to simplify access to the target group of this project.

**AREA OF IMPACT FRAMEWORK  
(B – All identified outcomes)**

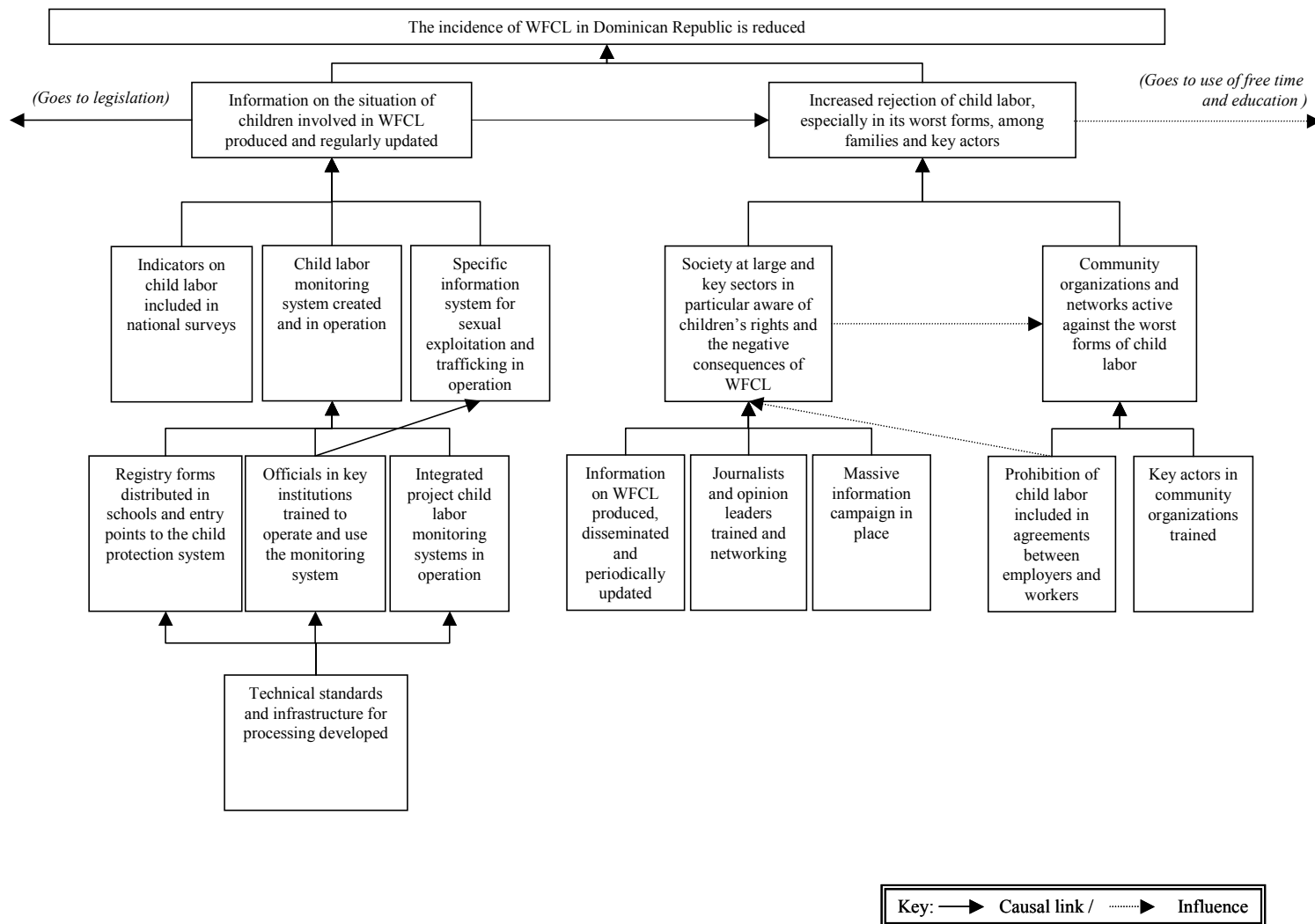


### AREA OF IMPACT FRAMEWORK –B- (1/3)

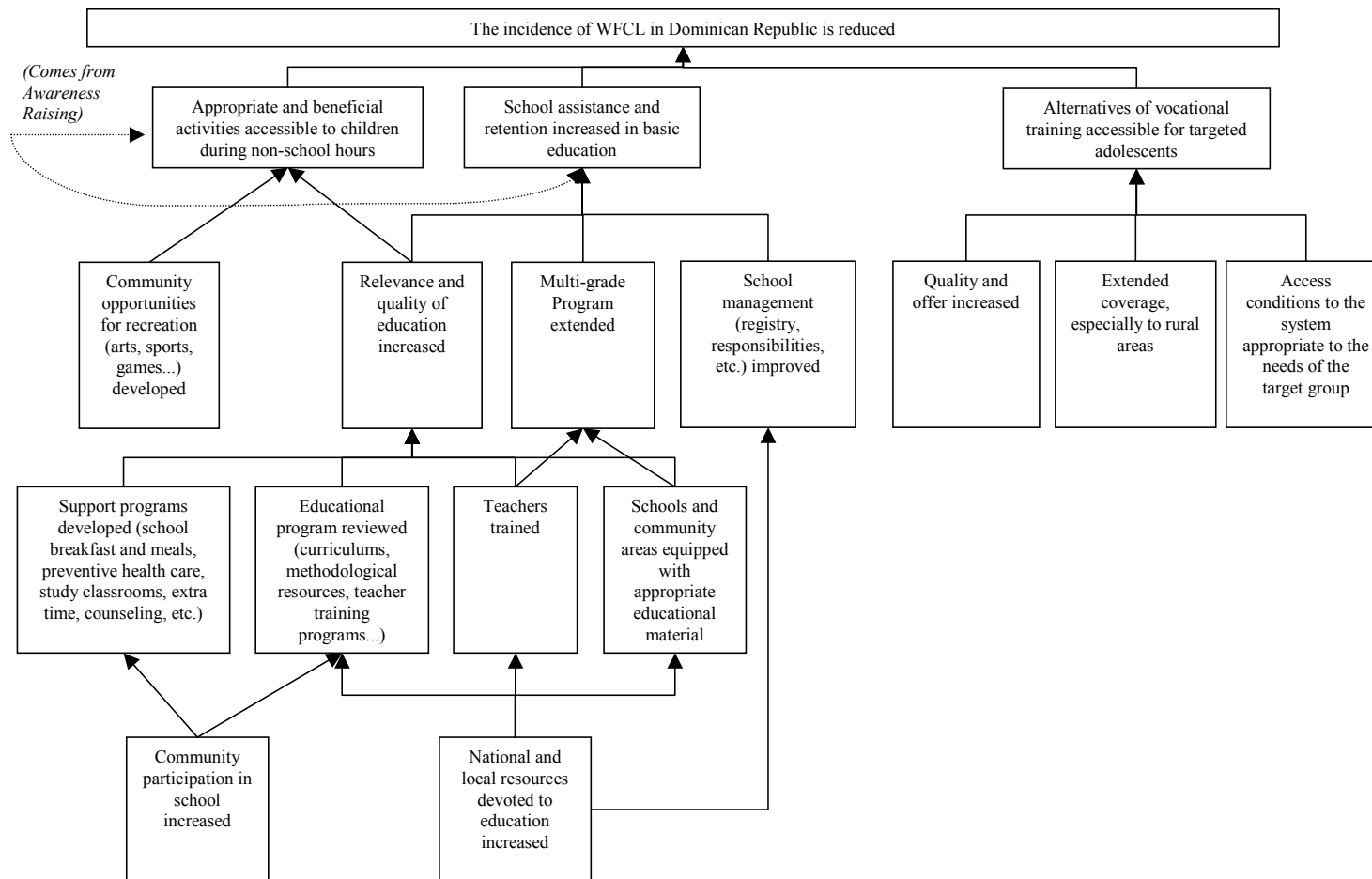




### AREA OF IMPACT FRAMEWORK –B- (2/3)



### AREA OF IMPACT FRAMEWORK –B- (3/3)

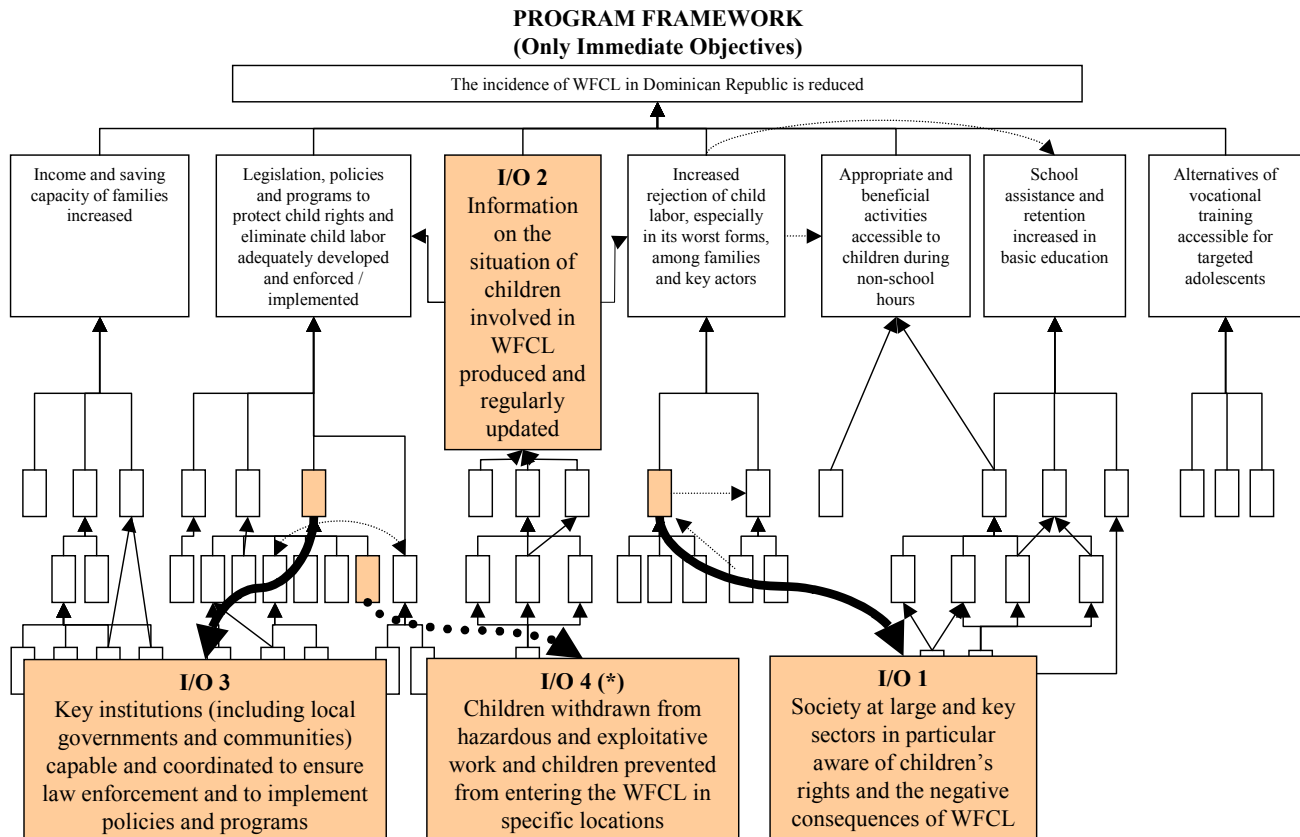


### 3.2. Strategic components of the project of support

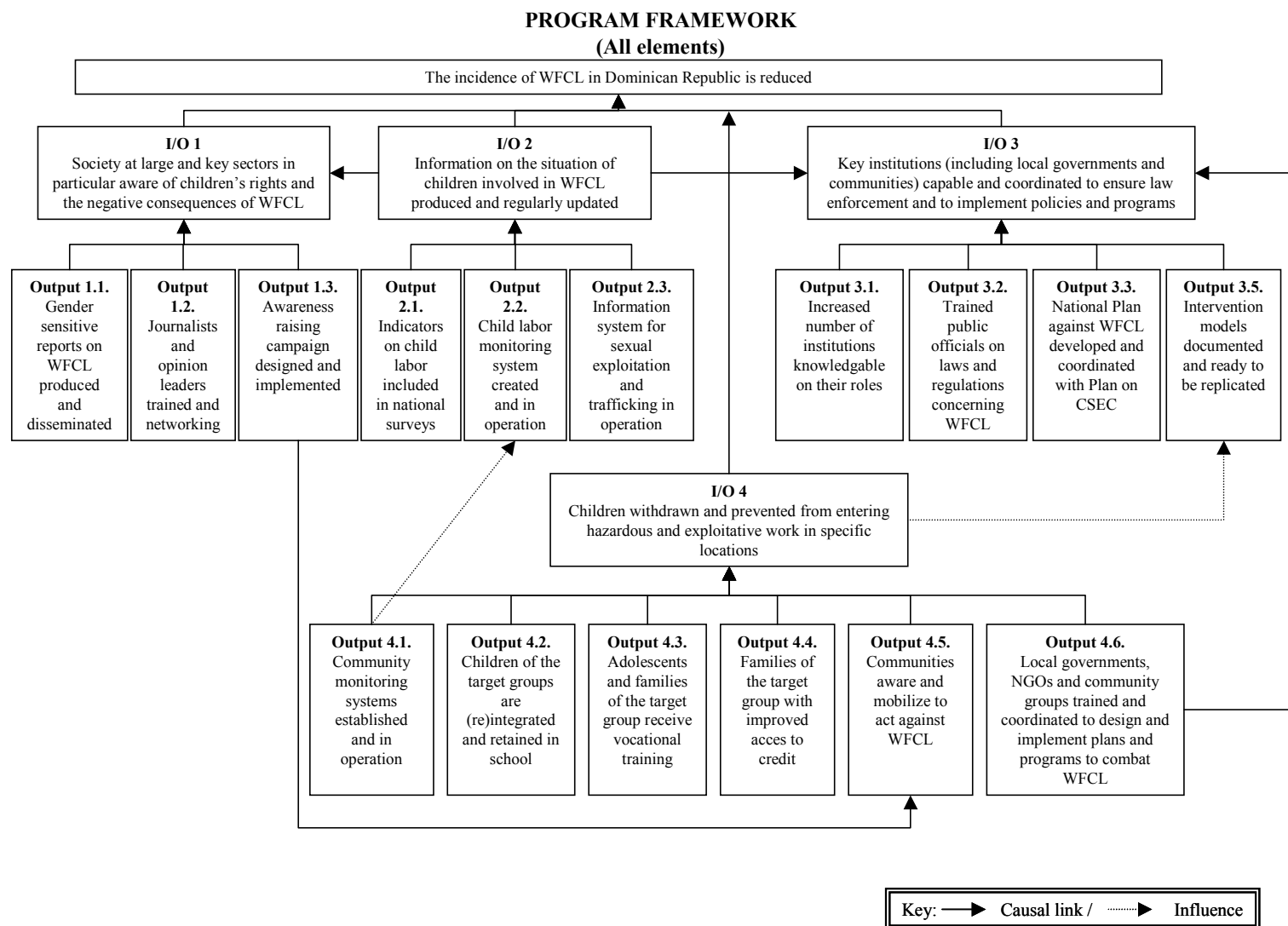
The theory of change described above can be applied to the general child labor situation in Dominican Republic or to a specific form of child labor in a single community. Most of the outcomes should be produced in both levels, and this is how the area of impact framework will be used for selecting the strategy.

The country situation regarding each outcome in each of the identified areas varies, as mentioned in the section on responses. Taking this analysis into consideration, the strategy of the TBP will be twofold:

- At the national level, it will be focused on those outcomes largely ignored by other institutions or organizations. Specifically, it will concentrate on two areas: awareness raising and information development and capacity building for law enforcement and policy implementation. The first three immediate objectives of the logical framework matrix correspond to the intervention at the national level.
- At the local level, it will develop interventions targeting specific geographical areas and worst forms of child labor, trying to produce —at the community level— most of the identified outcomes (monitoring, education, vocational training, income generation, awareness raising and capacity building). The immediate objective of the targeted interventions will be withdrawal of children from work and the prevention of child labor. The program will show, then, that the worst forms of child labor can be effectively eliminated. This will be a contribution to the outcome stated as “Intervention models systematically documented and ready to be replicated” (see pictures below).



(\*) Note: Immediate Objective 4 is indirectly linked with the outcome highlighted in the framework (intervention models systematically documented and ready to be replicated), since this is going to be one of the consequences of the implementation of programs aimed at withdrawing children from work and prevention



### 3.3. Elements of the strategy

This section develops the fundamental elements of each of the two strategic components of the project. These are the following:

- Creating an enabling environment
  - Information and monitoring
  - Policy development and legislation
  - Awareness raising and social mobilization
- Targeted interventions
  - Information and monitoring systems
  - Social protection measures
  - Awareness-raising
  - Income generation alternatives

It is important to note that there will be links and synergies between the elements at the national and at the district level. Some of the synergies are explained in the section “links between elements”, below.

### 3.4. Creating an enabling environment

#### 3.4.1. Information and monitoring

A priority of this project is to support the government's ability to measure, identify and monitor working children especially children in the worst forms. To do so the project will help define and implement information and monitoring system on child labor. Because of the need for national statistics as well as an ability to monitor children at the national and local levels the project will support various components in this area. Following are the key initiatives that will be taken at the national level:

##### *Introduction of child labor indicators in national surveys*

The National Child Labor Survey (ENTI) carried out as part of the SIMPOC program, has revealed the scope of child labor throughout the country. Even though it is representative only at the regional and provincial levels, it has become an obligatory point of reference for all parties interested in understanding and addressing the problem. This situation results from the lack of alternative reliable information on childhood issues in the country.

However, taking a survey of this type periodically is unsustainable. It is more feasible to negotiate the inclusion of a series of relevant indicators of child labor in one of the national surveys that are already implemented periodically. Specifically, the introduction of these indicators in the National Survey of Household Income and Expenses or in the Survey on Labor Force will be negotiated with Central Bank authorities, ONAPLAN and ONE. In the case of the Survey on Labor Force, the problem is that questions are designed to interview population over 10 years of age (at which the EAP is defined in the country), so this age would have to be lowered to 5 years in the case of questions related to child labor. The level of aggregation data will remain at the regional and provincial level but the samples will be statistically valid and because they will be done periodically, these surveys will provide the ability to track the magnitude of child labor over time. The project will support the definition of the key indicators to be included, negotiate with the government for their inclusion in the national surveys, and assist in the modification of survey instruments.

##### *Design and implementation of an information module on CSE*

The government is currently attempting to consolidate into one system the data gathered by different agencies to have a system on childhood and adolescence, to be installed at CONANI. The project will assist the government in the creation of this system. A key element of this system is tracking the cases and referrals of child abuse including commercial sexual exploitation.

The implementation of the system has been a goal of CONANI for the past few years but it will require a large economic investment. CONANI is hoping to negotiate with other donors and/or development banks. Although the project cannot assume the financing of the system, in order to facilitate the process, the project will assist CONANI in these negotiations and will support with other institutions the design of the system to ensure that CSEC is addressed.

A sophisticated system using the most advanced technology will never work unless the basic data is gathered correctly. In other countries the hardware and software have been developed and installed but the system still does not provide useful information. That is why if CONANI, with the support of the project is effective in raising the financing, designing and implementing the information system, the first step will be to raise awareness among all government agencies and system users about the importance of having good records for all children and adolescents and for the assistance given to them. This project will support the training of technical staff from the various participating agencies on how to collect, analyze and use the information (CONANI, District Attorney's Office, National Police, etc).

#### *Design and implementation of a national system to monitor child labor (SINAMOTI)*

National Statistics will provide statistically significant data on the magnitude of child labor but these household surveys will only provide information at the regional and provincial level. In addition they define activities at a very aggregate level such as agriculture, commerce and service. The surveys do not have a large enough sample to provide the information necessary about hazardous occupations and activities nor data at the municipal level where interventions would have to be designed in order to be effective. Therefore in order to prevent and remove children from the worst forms of child labor a system needs to exist that allows the identification of specific areas where the worst forms specially hazardous occupations and activities exist so authorities can design and implement interventions and monitor their effectiveness.

As stated the Child Labor Unit in the SET will receive support to design and implement a national system to monitor child labor. The system will collect data from the different research initiatives and local interventions. The system will be flexible enough to allow for different monitoring sites, such as work sites and schools. It will have to be linked to local monitoring systems IPEC is currently developing in its projects (Constanza, coffee and tomato sectors and those to be developed as part of the TBP). The SINAMOTI will be set up at SET's Child Labor Unit, which will receive technical support from the project to design and implement the system, including: designing an operations manual, designing instruments to collect information, installing software to record and analyze data and training the system administrators on its use.

Labor inspectors are key actors in the development of the system, since they will collect primary data; therefore, they will be trained on the use of data collection instruments.

Since over 80% of working children spend some time at schools, the tracking of working children in schools is a good mechanism for ensuring school attendance and referring cases of exploitative labor to the competent authorities.<sup>35</sup> This project will support the implementation of pilot experiences in collecting data at the schools in a systematic and sustainable way. To that end, at the beginning of next school year, data will be collected on working children at selected basic education classrooms to gather information on their labor and school situation. A data gathering form has been designed by SET and SEE. IPEC will provide technical inputs into the variables and indicators to be collected, how to computerize

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<sup>35</sup> According to the ENTI survey 89.7% of working children attend school.

the system including the selection of software and the design of the database.

### 3.4.2. Policy development and legislation

The key element that will make all TBP actions sustainable is the development of policies to combat child labor and the existence of public and private institutions enabled to implement them. The leading institutions in charge of childhood and adolescence *issues (CONANI and Organismo Rector)* have budgetary and administrative issues that stop them from duly playing their necessary roles. Moreover, except for commercial sexual exploitation, they do not understand what their role is, and consequently, do not consider child labor a priority. It is extremely important to strengthen the awareness raising process and the training of the staff in these institutions, so they can fully comprehend their proper role. This also constitutes the most complex objective, mainly because it requires the coordinated efforts of all institutions, and this is in turn one of the greatest weaknesses of Dominican institutions and, therefore, one of the priorities of this project. The project cannot assume the responsibility for the financing the activities of these NSC institutions but the goal is that training and coordination will result in improving efficiency and reducing overlapping activities and the resulting savings will be used to improve the service provided to the children. This project will support the search for additional resources by advising and training SET and other public institutions on how to identify and design projects in specific sectors.

The following is a description of the most important strategic components.

#### *Strengthening the NSC and building capacity*

During this year of preparatory activities, one of the priorities has been to strengthen the NSC. The SET has demonstrated continued leadership on this issue, but other relevant government agencies must be encouraged to participate and contribute to the process more actively.

In order to empower institutions participating as NSC members, one of the fundamental strategies is to get the NSC to exercise its mandate as a coordinating and decision-making entity.

Through joint work sessions and individualized assessments in each institution, the NSC will be in charge of designing a training plan for all institutions represented on the Committee. This training plan must be permanent, to incorporate new contents, refresh those already acquired and deal with staff changes, a very frequent phenomenon in these institutions. To this end, the project will support the development of a sustainable training program through the training of trainers. The project will provide technical assistance to each institution to design their own training schemes. The project will provide the initial training to trainers in each participating institution. Each institution will be responsible for the internal process but the project will encourage the NSC, as the coordinating entity, to follow-up the entire process and evaluate its results.

#### *Developing a National Strategic Plan*

A National Strategic Plan for the elimination of the worst forms of child labor will be developed as part of the TBP methodology. Developing a National Strategic Plan will be an extremely important exercise that will also include the participation and support of the National Steering Committee members. This will be both a challenge and an opportunity for the Committee since priorities will need to be identified, responsibilities assigned, and resources allocated in order to make the National Strategic Plan fully operational.

The Plan must have clear objectives, measurable in quantitative terms that allow the evaluation of impact at the end of the plan's timeframe. The analysis made in cooperation with the NSC as part of the process to design the TBP sketches the basic outline of the National Strategic Plan. This process enabled each member of the NSC to understand its role in the entire process, as well as the catalyst role the TBP plays. The process underlined the need to join forces between national institutions as well as other international partners if the objective to eliminate child labor is to be achieved

*Documenting and disseminating of successful models*

The project will document successful experiences developed at the local level that can be replicated in other areas of the country. Special efforts will be made to document strategies that can be used to design and implement programs and projects developed by public institutions.

Particularly crucial is to document experiences of inter-institutional coordination, citizen participation and local public and private efforts. Coordination, normally, allows programs developed by various institutions focus on the same target population, thus producing larger and more sustainable changes in the population assisted.

At least one model of intervention in an urban context, one in a rural context and another in commercial sexual exploitation will be documented systematically. To that end, special follow-up will be given to the activities developed as part of this project and to those that are currently under way targeting the WFCL.

*Harmonizing national legislation and regulations with C. 182*

As part of the preparatory activities, a study is being made on the existing legislation with the objective to submit, together with officials responsible at SET, a proposal for the reforms needed to comply with ILO Conventions 138 and 182.

A priority of the TBP will be to support national authorities in the development of relevant legislation, mainly in relation to the definition and regulation of hazardous work and clear directives on the work that may be performed by adolescents. Likewise, the reform process of Code on Childhood and Adolescence will be supported.

In addition, support will be provided for the design and publication of materials law enforcement, with a clear definition of the functions and responsibilities each public institution has. Training of all actors in the system will complement these actions, in order to ensure effective enforcement of the legislation published.

**3.4.3. Awareness raising and social mobilization**

The cornerstone of the strategy is the creation of broad consensus among the different social actors on the negative consequences of child labor, particularly of its worst forms, which hinder the full development of children, deny some of their rights and limit their potential to become part of collective development. To reach that consensus, the following activities will be developed.

*Studies on WFCL and relevant legislation carried out and disseminated*

The on-going identification of hazardous work, including regional consultations will increase knowledge about the types of work by geographical area. This process has been undertaken together with SET and representatives of the recently created Health and Occupational Safety Network. This Network is ascribed to the NSC and includes Universities, Departments of Health and Occupational Safety at SET and at the Ministry of Agriculture, Pediatric Hospitals, etc.

Once this process of identification and mapping is completed, support will be provided to the Health and Occupational Safety Network to create research protocols and carry out research on the consequences of hazardous work performed by children, from the perspective of health and occupational safety. This component is crucial since most information available refers to the consequences of hazardous work performed by adults, not by children.

This information, if correctly used and disseminated, becomes a powerful tool to be used in awareness raising activities. Thus, the most important findings will be published in the form of bulletins and folders. Written and video materials will be produced, and workshops, lectures and other events will be organized to disseminate the contents. All information will be widely



disseminated in key sectors such as government officials, particularly in the legal sector, the Leading Organization, CONANI, entrepreneurs, unions, journalists, NGOs, etc.

To supplement these activities, sanctions and penalties decreed by laws and regulations and by-laws banning the WFCL will be widely disseminated. Seminars will be developed for officials in the economic sector, entrepreneurs, exporters, unions, lawyers, etc., to ensure that all the key actors become familiar with the contents and scope of the legislation and with the consequences of not complying with it. Sanctions stipulated on free trade agreements and arising from the use of child labor deserve special treatment in view of their importance for the country's economy, and they will be discussed and disseminated within the business sector.

#### *Awareness raising campaign on WFCL*

The current campaign will be evaluated and a new phase will be designed to raise awareness of the society at large about the WFCL. A number of communication tools will be employed to raise awareness about the exploitation of children and the need for education. Dissemination of information will be done using the radio, newspapers, and TV to reach a mass audience. Efforts will be made to involve relevant personalities in the world of sports, artists, journalists, etc., as advocates in this campaign, in order to reach different types of audiences.

For a campaign to be successful, a key element is to have the close cooperation of journalists and communicators in general. To that end, before launching the campaign, a training program will be developed for journalists and opinion leaders, aimed at the handling of the problem of child labor (indicators, approach, terminology, etc.) by the mass media. As a training tool and reference material to be used later by journalists and communicators, a manual or guide with the key concepts will be developed. This process will be supplemented with visits to the sites of project currently being developed, so journalists, accompanied by technical project staff, will better understand and disseminate work methodologies and successful practices.

It is important to assess the impact of awareness raising activities. The project will conduct pre and post assessments of all awareness raising activities. The evaluation of the current campaign will include a "Knowledge, Attitudes and Behavior" (KAB) survey to determine the present situation in the country concerning awareness on child labor issues. The KAB survey will be carried out again to assess the impact of the campaign that will be done as part of this project.

### **3.5. Targeted Interventions**

Three targeted interventions (action programs) are an important part of the strategy. These interventions will withdraw a significant number of children from hazardous labor in agriculture and in informal urban work as well as commercial sexual exploitation. The intervention will try to achieve for specific sectors and areas the following outcomes identified in the SPIF as necessary for the elimination of worst forms at a national level:

- Income and saving capacity of the families is increased
- Legislation, policies and programs are enforced
- Information on the situation of children involved in child labor is produced and regularly updated
- Increased rejection of child labor by the target families and key actors
- Appropriate and beneficial activities accessible to children during non-school hours.
- School assistance and retention increased in basic education
- Alternatives of vocational training are accessible for targeted adolescents.

These outcomes are the same for all the sectors. The basic strategy for the three action programs will be similar: children will be encouraged to enroll or remain in the formal school system, they will be given leveling and tutoring to help them succeed in school, they will be provided with recreational activities. Adolescents will be provided with vocational training opportunities as well as the alternative of attending high school. Families will be provided with opportunity to improve their income earning potential. Awareness raising activities will be conducted with the communities, parents and key local actors. In all instances, the project strategy is not to create new programs or services but to bring existing programs and services to the community and ensure that responsible agencies fulfill their mandate and enforce relevant laws and regulations.

The project will take into account the different sectors and the differences between rural and urban areas. For example, access to government programs and basic services is much easier for urban dwellers, which results in the existence of diverse options for professional training and employment possibilities that are not readily available in rural areas.

The local interventions will benefit and build on the existing IPEC as well as successful programs in the DR. One of the first activities planned in the project is the recompilation and documentation of lessons learned in previous projects and programs. The successful Constanza project will serve as a model for the interventions in the rural areas as it has for other interventions such as the IPEC action programs in coffee and tomato sectors. The TBP preparatory project will begin an action program to combat CSSEC in Boca Chica by the end of 2002. This action program will surely provide lessons to the action program to be developed in CSEC in Sosua – Puerto Plata. Although IPEC has not developed to date any programs in the informal urban sector, there are NGOs in DR with wide experience in this sector that can provide inputs and lessons to the design of this action program.

The most important components of the interventions are described as follows:

#### 3.5.1. Information and monitoring systems

A community monitoring system will be implemented, that will be designed using the experience of the municipality of Constanza and adapting it to the specific characteristics of the different areas of impact. The monitoring system currently being designed in Constanza is based on the successful experience of involving a wide spectrum of the community in the monitoring. This strategy will continue. At present, IPEC sub regional staff is providing technical support for the computerization and scaling-up of this experience.

The community monitoring system will be coordinated with the SET's national inspection system, and it will include representatives from public institutions and local leaders from the participating communities. To ensure its autonomy, each local system will be under the local network to fight against child labor and will report directly to the local IPEC monitoring coordinators. Three local coordinators will be hired by this project.

The research already conducted will be supplemented in the early part of the project by the implementing agencies through a census of the entire population of beneficiaries. The selection of communities and beneficiaries will take into account the criterion of population concentration, which facilitates the logistics and ensures a larger impact.

The project will provide technical support to the local agencies in the specific indicators and variables to track and the computerization of the system. Since the sites where the children work is disperse in any given area, this project will provide the local agencies with motorcycles so that their staff can visit worksites in a more efficient manner.

IPEC sub regional baseline, monitoring and evaluation specialists will provide support to the staff in the DR since the establishment of a monitoring system will depend largely on carrying out a good census. In addition, incorporating relevant questions that will facilitate measuring changes during the implementation of the project will allow for its final evaluation.

#### 3.5.2. Social measures for protection of the target population

The basic strategy in this component is to activate the institutional system of protection, that is, to identify the regional headquarters of public institutions, the services they provide and their access systems in order to sign inter-institutional agreements to ensure those services cover the target population, both during the development of the project and afterwards.

The following is a description of the most important programs.

#### *Education and recreation*

Education is one of the key solutions to eliminate child labor and school constitutes the hub around which all other strategic components are articulated. Several social actors in the community converge in school: teachers, parents' associations, community associations, mothers' lunchrooms, etc.; therefore, it constitutes the ideal place to work with these groups by developing sensitizing activities, discussing community problems, designing action strategies, etc.

The cornerstone of the strategy is enrolment or return to formal school of children who are not attending basic education and their retention in school until they successfully complete the eight years that comprise the compulsory cycle. To encourage the retention of the children in the formal school system the project will provide leveling and tutoring outside school hours. To discourage the children from working during their free time, in addition to the tutoring, the project will support the provision of recreational and cultural opportunities for the children. The program will not provide any formal education services. The strategy is to bring to the target population existing SEE programs focusing the attention and the resources of the SEE on the target populations.

Enrollment drives will be carried out before each school year begins. The project will ensure that children that emphasis is placed on children that have left school or never enrolled. The project will negotiate with SEE so that the SEE provides the sufficient public education classrooms and teachers. The study of infrastructure and human resources SEE is currently doing will provide basic input to better understand the needs in terms of physical infrastructure and human resources in the project areas. Negotiations will be held with SEE to include, when necessary, the construction of classrooms and the improvement of the existing ones in the target areas as part of the Plan to Develop Education in the Dominican Republic. In rural areas where there are not enough children to justify the building of new classrooms, the project will negotiate with the SEE so the planned extension of the Innovated Multi-grade Classroom includes the school in the project areas so that all children can complete their basic education.

The project will work with SEE to bring to the schools of the project area other existing SEE programs to improve the quality of education such as teacher training. In addition, it will facilitate access to secondary education for adolescent beneficiaries or create vocational training schemes through agreements with specialized institutions. Likewise, it is necessary to ensure coverage of the target population by current SEE programs such as donation of uniforms and textbooks and free school breakfast. In coordination with SEE, efforts will also be made to prioritize the target communities in the SEE's preschool program. The goal is that pre-school classrooms or community rooms to provide schooling for **children under 6 years of age** are created by the SEE.

In addition, as a measure to compensate the decrease in family income when the child is withdrawn from work, negotiations with SEE will be held so the target population will be included as a priority in the Plan to Fight Against Poverty (implemented by SEE) and which consists in granting 300 (around \$18) pesos a month to low-income families with the condition that they keep their children in school.

The project will organize and support academic leveling courses in all schools in order to prepare children who had dropped out of school to return to the system, and to help over-age students to advance more rapidly. Study rooms (*salas de tareas*) will be organized to help the children with their school work and ensure they will perform adequately in school. Study rooms include extra-curricular activities and combine study and recreation, thus creating

alternatives for appropriate and beneficial activities accessible to children during non-school hours. Since schools in the Dominican Republic are used in two shifts, the project will negotiate with the communities to find suitable space for the study rooms and recreational activities.

In order to carry out recreational activities, which include activities with both children and parents, the project will seek the involvement of parent associations and community leaders.

**Adolescents** between 14 and 17 years of age will have two options: enrolling in the formal education system and/or taking technical education courses, which will be coordinated with the National Institute of Technical-Professional Formation (INFOTEP).

Together with INFOTEP, an analysis will be made of the existing resources for vocational training in the project areas and the creation of “collaborating centers”<sup>36</sup>—very scarce in rural areas—will be negotiated. One of the greatest challenges is to adapt training to the demand of work posts in the area, so that beneficiaries of the project’s training activities will be prepared to better jobs. To reach this objective, actions will be coordinated with SET’s Youth Employment Program in order to support adolescents, as much as possible, in their search for better jobs.

Likewise, all illiterate parents of the beneficiary children will be able to take literacy courses provided by SEE Adult Education Program( PRELAB ) so that later they can also take some basic technical education courses.

### *Health*

The health component in high-risk sectors is crucial because one of the basic justifications to intervene is the series of physical or psychological risks these types of jobs entail. The health component will be based on a study carried out by specialists in occupational health and medical sciences about the occupational risks generated by the different tasks children perform. Based on the basic typology this study will produce, an in-depth studies will be carried out about the consequences of each of those risks.

Given the impossibility for the project to provide its own health services to all the target population, early on, the project must build on agreements or commitments signed with health officials responsible for those services at the national or regional level to ensure that public health services provide basic healthcare to the target population. The project, in coordination with local health services, will promote vaccination campaigns and other preventive measures related to hygiene, water consumption, infections and diarrhea resulting from food consumption, dermatitis, exposure to high temperatures, exhaustion, etc. In addition, actions will be coordinated with health and education officials to extend the health-in-school programs both institutions have.

#### 3.5.3. Awareness raising

Actions will be developed in all communities to raise awareness among the population about the current and future effects of child labor. The two topics around which awareness raising campaigns will be developed in the communities are: physical and psychological consequences of hazardous work and of the worst forms of child labor, and the importance of education.

Individualized actions will be developed with families of working children to ensure that children are withdrawn from work, that they return to school and that progressive priority is assigned to school over work, which would result in children’s staying longer in the classrooms during harvest times. To this end, raising awareness of the entire community is extremely important. Experience has shown that education is the best tool to fight against child labor because of its long lasting effects. To this end, sensitizing the families and

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<sup>36</sup> Collaborating centres are accredited by INFOTEP, so they must have minimum infrastructure.

communities has been particularly important. Communities sensitized on the importance of school for the children's future have applied strong social pressure on parents to send their children to school. This has proven to be a particularly effective strategy because over the long-term sensitized communities usually have not reverted to earlier views.

Local Networks for the Eradication of Child Labor will be established for the most relevant organizations in the communities participating by incorporating and, in turn, promoting the participation of employers, municipal officers, public institutions, NGOs, development associations, churches, etc. To that end, direct contact with each organization will be maintained and it will be given information on the project and receive invitation to join the networks. The objectives of the project will be clearly explained to them, and the collaborative actions each one of them can develop will be discussed. Moreover, workshops will be coordinated for the most relevant actors, including physicians, agricultural workers, community leaders, teachers, farmers, associations of school-friend parents, and groups of agronomists, agro-business federations, Christian organizations, and others.

An intense awareness raising campaign will be launched to reach all the population in the participating municipalities through radio campaigns, bulletins, posters, workshops, meetings led by the groups of multipliers trained in their respective groups and associations, cultural activities, etc.

#### 3.5.4. Alternatives for income generation

Numerous children work out of economic need. In these cases, it is necessary to provide the families with economic alternatives than can substitute for the income generated by the child. In other cases, the income generated by the child is used to pay for indirect costs of education, which can represent a significant burden for low-income families with many children. When the family faces economic problems, the first item to be crossed out is in many cases education for the children.

Given the various situations in which the poverty-stricken families of working children find themselves, while one strategy may be successful in one context, the same strategy may fail in other contexts. In this sense, the project will consider the creation of a revolving loan fund as one, but not the only option. Other strategy options to be considered include savings or employment efforts.

The alternative will be decided in coordination with the organization "*Muchachos y muchachas con Don Bosco*", a program offering services for children at risk in Dominican Republic, with experience on these issues. The specific activities to be financed will depend on the characteristics of the target group, although these would probably be linked to the courses organized by this organization (Carpentry, Electricity, Serigraphy, Bar & Restaurant, Cooking, Computing, Marketing, etc.)

#### *Promoting Micro-enterprises*

A credit fund will be established and it will be managed by an organization with experience in handling credit portfolios. This strategy has proven important because, even though not everyone in the target group qualifies for credit, selection based on strictly economic criteria (with the *sine qua non* condition that applicants be parents of working children committed to withdrawing the children from work) constitutes ensured success for the micro-enterprises. This is a very difficult topic because the distinction must be clear between the sustainability of social actions and the economic feasibility of economic alternatives proposed. IPEC has recently conducted a thematic evaluation of its credit programs in Central America. Valuable lessons of five-years experience will be incorporated into this project strategy. The evaluation demonstrated that availability of credit is more effective to families that control some assets such as land or a market stall. Credit allows these families to make their assets more productive.

Other target families may be too poor or have not assets. For these families the evaluation proposed making small grants instead of offering credit that would allow them to acquire skills

or improve their working conditions.

It is likewise necessary for the communities to go through a previous period of community training and organization. In as much as possible, and mainly in the rural areas, community-generated initiatives for the introduction of technology in the manufacturing processes will be supported, as it constitutes one of the main problems faced by small agricultural owners, the main employers of child labor. For example, rice growing does not require children as it increases the use of technology; however, small farmers cannot have access to the technology needed and continued using labor-intensive systems.

The main activities this component will endeavor to achieve are the following:

- Assist beneficiary families to qualify for loans;
- Provide beneficiaries with expert advice so that they may choose a viable and sustainable, income-generating business alternative. Beneficiaries will be provided with adequate training to get businesses off the ground;
- Provide follow-up to the micro-enterprises in order to better ensure their success.

#### *Promoting Savings*

Efforts will be made to hire an organization that has experience with not only credit but also with savings programs for families in poverty and in extreme poverty. The aim will be to encourage among program beneficiaries the habit and discipline to save. This component will basically focus on encouraging families to save enough each month so they will be able to meet periodic school-related expenses (purchase of uniforms, notebooks, etc.).

#### *Vocational training and employment*

Not everyone wants to be an entrepreneur, nor has the skills for it. Not all the beneficiaries will have the profile to qualify for a loan. Experience has shown that many families prefer to receive enough training to improve their qualifications and then join the labor market under better conditions.

The project will support literacy programs and training for the fathers and mothers of working children through agreements signed with relevant public institutions such as INFOTEP. The project cannot commit itself to finding jobs for the people trained, but it can develop the necessary actions so that beneficiaries can have access to the Program of employment managed by SET.

However, the employment possibilities in rural areas are very scarce, so the project will also support actions developed by the Provincial Development Councils to analyze development opportunities in target intervention areas by helping municipalities to prepare and implement local development programs.

#### *Phase-out strategy*

One of the benefits of creating a revolving fund is that, if it is well managed and the repayment rates are good, it can expand and benefit other members of the community. IPEC will analyze—in a participatory way and in consultation with the donor—the best phase-out option for each of the funds created. As a general matter, two basic phase-out strategies will be considered: i) if the institution in charge of managing the fund has a strong field presence, experience in managing these financial tools and a real commitment to development and against child labor, the possibility of donating the existing capital will be considered; an agreement will be signed with the credit institution to guarantee that the funds will be used according to the principles for which it was originally created; ii) if the beneficiaries and the institution in charge of managing the fund agree with this, the repayments of the credits will be considered as savings of the beneficiaries. These savings will be remunerated with a rate of

interest (lower than the lending rate). At the end of the project, the beneficiaries will have the possibility of disposing of their savings as laid down in the fund regulations.

Considering these alternatives, and while in principle funds remaining from the resources allocated for the micro-credit scheme need to be returned to the donor upon completion of the project, a final decision on this matter will be made as part of the evaluation process. This decision will be subject to sustainability concerns.

### **3.6. Links between elements**

All the preceding elements constitute a single strategy. The efforts at the national level will have consequences on the activities in the targeted areas, and the concrete experiences in the field will provide inputs for the development of the countrywide strategies. The following are concrete examples of the synergies that will be created:

- To develop the SINAMOTI, inputs will be provided through the community monitoring system designed in Constanza and supplied with information gathered from this and other locally developed projects. Likewise, Boca Chica will be used to test the module on commercial sexual exploitation designed within the database related to childhood and adolescence in the country.
- The component of institutional strengthening will include a training process for public employees at the local and central levels; once a group of officials is constituted in each of the areas, they can facilitate workshops to disseminate information and train other key workers and participants. A key element to this will be inter-ministerial cooperation, since the problem of the WFCL involves elements of ministries of Justice, Labor, Social Affairs, etc.
- The institutional commitments articulated in the National Strategic Plan must be operative throughout the Dominican Republic, so that their compliance can be made mandatory. This will facilitate implementation of support in the execution of all local projects;
- Awareness raising campaigns and social mobilization events at the national and at the local level will share materials and general communication strategies. Policy development and legislative activities will provide inputs for the development of the sensitization activities in the provinces.

### **3.7. Cross-cutting issues**

#### **3.7.1 Partnerships and Capacity Building**

A significant amount of the project activities involve training and capacity building. The project will seek to involve all members of society – from enlisting the support of top officials at government and international institutions to broad participation of target groups. A key crosscutting element of the project strategy is building innovative partnerships and coordinating activities of national and local government agencies as well as other donors, workers and employers organizations, financial organizations, NGOs and other civil society organizations, including religious and community groups.

For example, within the Plan to Combat Poverty, this project will attempt to prioritize those families who remove their children from the workplace and send them to school. The project will coordinate with the SEE to expand all its programs to the geographical areas where this project is implemented. It will also coordinate with the ONE and the Central Bank to include items related to child labor in their surveys. The municipalities will also be important allies, especially in the development of local infrastructures to carry out project activities.

Through this capacity building, training workshops, and the establishment of networks and committees, the project intends to build an informed and technically competent core of individuals and institutions that will be able to formulate policies and implement programs

after this project is completed.

By involving the key agencies fully in the implementation of the targeted interventions the project intends to have the agencies learn how to design and implement programs to combat the WFCL as well as come to an understanding of what is the role they can play and have practical experience in cooperating with other agencies.

Gender issues and the developmental approach will also be included in all the activities of the project.

### 3.7.2. Gender

Implications for girls and boys will be specifically considered during the planning, implementation and evaluation of this project. Results from previous studies on hazardous agriculture activities (such as rice production and harvest) suggest that there are important gender differences in terms of children and adolescent participation rates. Indeed, boys are systematically more likely than girls to be involved in these tasks. This is true for all age groups that have been considered, however, this gender differentials appear to be more conspicuous for older children (10-14 and 15-17 years old). For purposes of this project, and despite these differences, in we will target both girls and boys working in the selected areas. Girls will be encouraged to enroll in school and girls from the target families will be encouraged to participate in all the project activities and benefit from the project.

As a general goal, the project will try to empower girls and women so they have a better opportunity to develop their potential. Empowerment brings increased self-esteem and a new capacity for change by gaining control over material and non-material assets. The project will also seek to mainstream strategies for gender equality into political decisions, in legislation, in institutional structures and in the allocation of significant resources.

Actions to be taken include the following:

- The target population will include all the girls in the chosen communities who do dangerous jobs, and/or are not included within the educational system, even if outside the agricultural sector;
- Gender will be included in planning meetings and in training workshops with implementing agencies and other stakeholders; for instance, the implementing agencies will be sensitized to situations where women have problems expressing their thoughts and views in mixed groups, and where separate meetings may be necessary for women to communicate their opinions freely; and
- Progress reporting will include a detailed, qualitative analysis of gender issues detected during implementation, including an analysis of the impact on access and control of assets by men and women. Corrective measures will be adopted as biases are identified. Indicators and other relevant pieces of information will be broken down by gender.

### 3.7.3. Development

The relationship between child labor and development issues is clear. Children work because their families are poor, mostly as a result of inadequate access to productive assets – be it skills, jobs, credit or land. They work because their parents and they themselves perceive that the rewards received from labor are greater than those derived from education, or because the quality of education is inadequate<sup>37</sup>. The elimination of child labor should therefore be linked to the overall efforts to reduce poverty.

The project aims at addressing the underlying causes of child labor. At the national level it

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<sup>37</sup> ILO: *Eliminating the Worst Forms of child Labor: An integrated and Time-Bound Approach, A guide for Governments, Employers, Workers and other Stakeholders* (Geneva, 2001).



aims at creating good data and information to design better interventions, influencing educational policies to lower the barriers for working children and improving the relevance of the educational offer. At the target intervention level it aims at reducing family poverty by creating alternatives for parents either through the creation of micro-enterprises or by enhancing their skills to improve their access to the job market. The project also aims to improve the economic conditions at the local level by helping municipalities to plan local development programs.

### 3.8. Partners

One of the key strategies of the project is the development of partnerships to implement the project and build a strong national movement to eliminate the worst forms of child labor.

The project will collaborate closely with the following institutions:

- *The Ministry of Labor*, through its recently created Child Labor Unit, will become the specialized government agency to deal with the problem. SET will continue to play its leadership role in the NSC; it will continue the awareness-raising campaigns and mobilization of social actors. The child labor monitoring system will be housed in CLU. The SET inspectors will play a key role in this monitoring system.
- *The Ministry of Education* will be a key partner in the implementation of the educational component, since a substantial part of the strategy is to extend their programs to the target communities. The program aims to extend to the target communities the following Ministry of Education programs:
  - School breakfast
  - Donation of textbooks and uniforms
  - School health, including provision of micronutrients, elimination of parasites, sight examinations, dental health, school cleaning and health education
  - Innovated Multi-grade Schools, to enable children to complete their elementary education
  - Monthly subsidy of 300 pesos (US\$18) for mothers of working children in extreme poverty, to ensure that children stay in school
  - Construction, repair, maintenance and equipment of school infrastructure.
- *The Ministry of Sports, Physical Education and Recreation (SEDEFIR)* through a school program that includes physical education and recreation monitors, and donation of sports equipment to schools.
- *SESPAS*, which together with SEE develops a school health program. Besides, implementation of the Units of Basic Healthcare will be promoted, as well as the opening of units to provide attention to adolescents
- *The Ministry of Agriculture* will support awareness-raising of farmers and agricultural firms on the risks of child labor in agriculture, through its Department of Rural Extension.
- *INFOTEP (Technical/Professional Training Institute)* will increase coverage of its programs in the rural region of Cibao and will design and implement specific courses for technical and professional training of the target population.
- *The municipalities* will provide space for the after-school programs, and will, through the implementation of local development plans, expand the employment opportunities

in the communities. They have specific resources that could support implementation of the projects.

- The *National Police* and the *Attorney General's Office* will receive capacity training and support for increased enforcement of sexual exploitation laws and will participate in the creation of a comprehensive care program for sexually exploited children;
- The *Organismo Rector*, which has shelters for sexually exploited children, as well as specialized staff to address this type of problem (psychologists, counsels for the defense, social workers).
- *CONANI*, a nation-wide institution through CEDIs (Centres for Initial Education). Besides, an agreement is going to be signed with SEPAS so its centers will provide a service similar to that provided by UNAPs. Like the Organismo Rector they have technical staff to provide attention in all cases of abuse, sexual exploitation and dissemination of laws related to children and adolescents.
- *Plan to fight against poverty*, including indicators of child labor in its instruments to gather and analyze information to be used to define groups of poor population.
- Local *churches*, *community associations*, and *parents' associations* will receive training and will participate in the local action committees;
- *UNICEF*, with whom a joint program to train key actors in CSE is being developed.
- *PAHO*, with whom technical assistance is being coordinated to design the research protocol for hazardous child labor
- *UNFPA*, with support to implement the Units of Holistic Attention to Adolescents.
- The project will try to incorporate child labor concerns in any efforts by *UNDP* or other donors including *international NGOs*.
- The project will also collaborate closely with *IDB* and the *World Bank*, which are supporting the Plan Nacional de Desarrollo de la Educación Dominicana;
- *NGOs* will be chosen to implement the direct action programs in education (organizing parents, communities and local institutions, organizing the local action committees) and the alternative income-generating activities (development of training plans, assistance in credit applications, technical assistance to micro-entrepreneurs and technical assistance to municipalities in the creation of local development plans and capacity building for community contracting). The NGOs will be selected on the basis of technical experience and expertise, administrative capacity and commitment to the project goals;
- *Employers and workers organizations* will be consulted throughout the project and receive technical support on how they can become advocates for the elimination of the worst forms of child labor; and
- *Radio, TV and print journalists* will receive awareness raising workshops, benefit from the information and data resulting from the project activities, and will become instrumental in extending awareness of the problem and solutions as the project evolves.

### 3.9. Coordination with other IPEC projects

IPEC will develop coordinated strategies with other projects that are being or will be implemented in the country and in Central America. IPEC will ensure close communication between those projects' management structures and the implementing agencies and partners

and those of the targeted interventions proposed in this document. The table below summarizes the main ILO-IPEC interventions that will be coordinated in the context of the TBP.

Table 10. Links and synergies with ILO-IPEC Interventions	
AREA OF WORK	Projects
<b>Information and mapping</b>	IPEC/SIMPOC project in Central America (USDOL funded)  Baseline surveys of coffee, tomato, rice and high risk agriculture (USDOL funded)
<b>Policy development and legislation</b>	Sexual Exploitation component, TBP preparatory activities (USDOL funded)  Preparatory activities TBP in the Dominican Republic. (USDOL funded)
<b>Enforcement and monitoring</b>	Development of monitoring database and tools in the IPEC Central America Sub regional Coordination Office in Costa Rica (USDOL funded)  Training and capacity-enhancement activities currently being conducted by the Sexual Exploitation project (USDOL funded)  Community based monitoring system in Constanza (USDOL funded)
<b>Awareness raising and social mobilization</b>	Awareness raising components in other IPEC projects (coffee, tomato, child domestic work, Constanza and commercial sexual exploitation) USDOL and Canadian funding  Preparatory activities TBP in the Dominican Republic (USDOL funded)
<b>Commercial Sexual exploitation</b>	Sub regional project to combat commercial sexual exploitation in Central America, (USDOL funded)  TBP preparatory activities in the Dominican Republic. (USDOL funded)
<b>Hazardous Agriculture</b>	Regional program for the elimination of child labor in the coffee sector and commercial agriculture in Ocoa and Azua (USDOL funded)  Constanza component, TBP preparatory activities in the Dominican Republic (USDOL funded)
<b>Other forms of child labor</b>	Regional program for the elimination of child domestic labor (Canada funded)

Since the project will be working in two areas, hazardous agriculture and CSEC where there are currently action programs being implemented in the DR, it is particularly important for this project to coordinate work with the existing initiatives. The TBP preparatory activities project and the Action Programs in Constanza and Boca Chica will be managed as one with this project. The action programs in tomato and coffee sectors will be administratively managed by this project while continuing to receive technical support and guidance from the sub regional project based in San Jose.

#### Commercial Sexual Exploitation of Children

Three programs will be acting on the issue of CSEC in the Dominican Republic during the project implementation period. This project will develop an action program to combat child labor in the Puerto Plata–Sosua area. The TBP preparatory activities is financing an action program in Boca Chica and the DR will be part of the sub-regional program to combat CSEC and trafficking of children in Central America and the DR. The CTA of this project will provide technical support and guidance to the CSEC activities in the DR. Key public and private institutions in the DR will benefit from the sub regional programs notably capacity building. The CSEC consultant currently coordinating the CSEC activities in the DR will coordinate all CSEC in the DR with funding from this project. All programs are financed by USDOL..

### Hazardous agriculture

Four programs will be acting on the issue of hazardous agriculture in the DR during the project implementation period. This project will develop an action program to combat child labor in the Cibao region, focusing in the rice growing provinces. The TBP preparatory activities project is financing the action program to create Constanza as child labor free municipality. The coffee and agriculture sub regional project is working in the Ocoa and Azua regions respectively. This project will coordinate with the existing projects especially on activities at the national level to determine hazardous activities in agriculture and advocate for the scaling up of activities in this sector. All programs are financed by USDOL

### Domestic work

Services, mostly domestic work and other personal services at the individual or household level, comprise the largest number of children working in the DR. An IPEC Canadian funded project has financed a rapid assessment in this area in 2002 which revealed that some of these children, mostly girls, work extremely long hours; some are subjected to verbal, physical and sexual abuse. The Canadian project will develop an action program that will attempt to develop a model to provide attention this target group. The Canadian project will also conduct activities to raise awareness of the conditions in which the children work, make the children aware of their rights and advocate with public agencies for the enforcement existing minimum age laws and regulations.

As part of the TBP preparatory activities, hazardous occupations are being defined as required by C.182. It is very important to include which, if any, activities in the service sector are hazardous and to define clearly the regulations that protect children in this sector including hours of work, pay and other conditions of work. This TBP project will support related activities to ensure that laws and regulations comply with C.182 and public officials and the public in general knows the regulations.

### Education

Strengthening national education policies and programs and mainstreaming children into formal education are essential components of the overall strategy to rehabilitate working children and prevent children at risk from being engaged in child labor. All IPEC projects include an educational component. This project will work very closely with the DR's Ministry of Education. USDOL Education Initiative has tentatively indicated that it would fund a project to support the TBP program in the Dominican Republic. The project will coordinate activities closely with the USDOL Education Initiative project in order to ensure that efforts are not duplicated and that funding is maximized.

## 3.10. Remaining areas of work and Scaling up

As discussed previously, this project cannot meet all the demands and promote all the actions necessary to eliminate the worst forms of child labor in the Dominican Republic. The theory of change (SPIF) of this project has identified the outcomes that the National Steering Committee and key actors have identified as necessary for the eradication of the worst forms of child labor in the Dominican Republic. As was explained the project aims to achieve these outcomes in the targeted interventions.

The project cannot address the prioritized sectors of intervention in all geographical areas of the country. As specified previously, the number of children working in high-risk agricultural tasks and in dangerous urban work is much greater than that which will be covered by this project. In the case of the agricultural sector, the projects that IPEC is implementing at this time and those being proposed encompass a large variety of agricultural practices and geographic zones of the nation. The choice of the Cibao region is due to the fact that ENTI has shown it to be the region with the greatest concentration of working children. The baseline in the rice-growing provinces manifests the highly dangerous nature of the work

done by children in rice cultivation. The children work sometime up to their waists in water for more than 6 hours a day. Since often the water is not clean these are highly insalubrious conditions. They are also exposed to fungicides and pesticides. Even within Cibao itself, the project will not be able to cover all the working children; other crops such as tobacco and other provinces such as Monseñor Nouel also need attention. IPEC will encourage the government, NGOs and other international organizations to conduct additional studies such as rapid assessments and/or baselines in other sectors of these regions.

In the case of urban work, the plan is to support the activities being carried out by the project "*Muchachos y muchachas con Don Bosco*"<sup>38</sup> which has been in practice for several years and which could become a model for bringing attention to this problem, from the perspective of elimination of dangerous jobs. While numerically speaking, the intervention will be limited in scope; the project can potentially have a broader qualitative impact by providing the country with a model that can be replicated. In this sense, the SET has manifested its interest in directly supporting this initiative so that it can be reproduced.

The process of determining hazardous activities in the Dominican Republic will probably identify other WFCL. A strategy for intervention will have to be designed and implemented to withdraw, rehabilitate and prevent children from entering these forms, including defining targets and areas of intervention. The project will actively seek support to cover these remaining sectors and to set the basis for scaling up interventions in the future. The creation of networks and partnerships will permit concerted action and increase the resource base for the elimination of the WFCL.

The project does not have the resources to scale up these interventions at a national level but it will test the feasibility of achieving these outcomes at a local level, involve the key public and private actors, and build their capacity in order that these agencies can scale up the interventions. The project will work very closely with this key public and private actors in the direct action program so that they develop the capacity to develop their own programs and projects. In addition the project includes a very large component of capacity building and more importantly plans to train trainers so that this capacity building process continues once the project ends. The awareness raising and training activities aim at changing attitudes not only of key actors and society as whole so that there is demand on these agencies to fulfill their functions.

This underlies the importance of the development of the National Plan of Action developed under this project. The plan should include specific commitments by government agencies to address the children in sectors and geographical areas of the country not covered by this project.

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<sup>38</sup> For additional information, see the web site: <http://www.muchachosdonbosco.org.do>

## 4. OBJECTIVES, OUTPUTS AND MAIN ACTIVITIES

The following sections present a detailed description of outputs, activities, indicators, means of verification and the main assumptions of the project of support.

### 4.1. Development objective

This project's development objective is to contribute to the elimination of the worst forms of child labor in The Dominican Republic.

### 4.2. Immediate objectives, outputs and activities

Immediate objectives	Outputs	Activities
<b>I/O.1. At the end of the project, society at large and key sectors in particular are aware of children's rights and the negative consequences of the WFCL</b>	O.1.1. Gender sensitive reports on Worst Forms of Child Labor, produced and disseminated among key stakeholders	A.1.1.1. Design —in collaboration with the Health and Safety at Work Network created in the DR— research protocols about hazardous child labor A.1.1.2. Carry-out and disseminate research reports on hazardous child labor and other worst forms A.1.1.3. Produce information and promotional material about the hazardous child labor and the worst forms of child labor including the results of the research carried out and existing legislation, regulations and sanctions A.1.1.4. Organize informational workshops, forums and promotional activities with key stakeholders (including (employers, legislators, trade unions, judges, labor inspectors, public and private institutions, NGOs, etc.)
	O.1.2. Journalists and opinion leaders trained and networking	A.1.2.1. Assessment of the training needs of media professionals A.1.2.2. Design a training manual for media professionals A.1.2.3. Organize workshops with the different national and local media (newspapers, radio, TV), assessing the capacities acquired A.1.2.4. Establish a network of " Journalists and media against child labor" A.1.2.5. Seek the support of famous people and personalities engaged in the elimination of the WFCL
	O.1.3. Awareness raising campaign designed and implemented	A.1.3.1. Evaluation of the awareness raising campaign implemented as part of the preparatory activities, including a Knowledge, Attitudes and Behavior (KAB) survey A.1.3.2. Design advocacy, awareness raising and educational materials (posters, brochures, etc.) about the WFCL based on the research and information generated by the project, including good practices A.1.3.3. Launch an awareness raising campaign in collaboration with the "Journalists and Media against child labor" Network in the press, TV and radio A.1.3.4. Organization of a KAB survey and focus groups on perceptions of child labor at the national level

Immediate objectives	Outputs	Activities
<b>O 2. At the end of the project, information on the situation of children involved in the WFCL is produced and regularly updated</b>	O.2.1 Indicators about child labor included in national surveys	<p>A.2.1.1. Define relevant child labor indicators to be included in Central Bank's household expenditure and income survey (ENGIH, <i>Encuesta de Gastos e Ingresos de Hogares</i>)</p> <p>A.2.1.2. Negotiate with the authorities of the President's Technical Secretariat of ONAPLAN, ONE, and the Central Bank for the inclusion of the child labor indicators in the ENGIH</p> <p>A.2.1.3. Negotiate with the relevant authorities the reduction of the age —from 10 to 5— of children included in the Central Bank's Labor Force Survey</p> <p>A.2.1.4. Include variables about child labor in the data gathering instruments that will be designed by the ONE to identify the target population of the Poverty Reduction Plan</p>
	O.2.2. Child Labor Monitoring System (SINAMOTI) created and in operation	<p>A.2.2.1. Design the SINAMOTI in coordination with the Child Labor Unit (UTI) of the Ministry of Labor (SET)</p> <p>A.2.2.2. Provide technical assistance and support for the installation and management of the system</p> <p>A.2.2.3. Carry out training workshops for Information Technology (IT) technical staff of the UTI about the operation and management of the system</p> <p>A.2.2.4. In collaboration with the technical staff, design a manual about the management and use of the SINAMOTI</p> <p>A.2.2.5. Train staff involved in the data gathering and analysis</p> <p>A.2.2.6. Harmonize the SINAMOTI system with the Child Labor Monitoring Systems included in specific Action Programs (See 4.1)</p> <p>A.2.2.7. Support the Ministry of Education (SEE) in the periodic collection of information about working children in the classrooms</p> <p>A.2.2.8. Collaborate in the establishment of a coordination system between the SINAMOTI and the data collected by the SEE</p> <p>A.2.2.9. Link the ONE's Poverty Reduction database to the SINAMOTI</p>
	O.2.3. Information System about Commercial Sexual Exploitation of children and Trafficking created and in operation	<p>A.2.3.1. Support the design (by CONANI and the "<i>Organismo Rector</i>") of a monitoring system for CSE and trafficking in collaboration with universities, NGOs and other institutions</p> <p>A.2.3.2. Provide technical assistance to CONANI in the implementation of the system designed</p> <p>A.2.3.3. Train technical staff of the institutions involved (CONANI, "<i>Organismo Rector</i>", police, health workers, prosecutors' office) in the collection and analysis of data</p>
<b>I/O 3. At the end of the project, key institutions (including local governments and communities) will be capable to coordinate</b>	O.3.1. Institutions knowledgeable on their roles and responsibilities	<p>A.3.1.1. Provide technical assistance in the creation of regulation of hazardous work as required in article 3d of Convention 182</p> <p>A.3.1.2. Support the legislative and regulatory changes proposed by the reports prepared as part of the TBP preparatory activities in Dominican Republic</p> <p>A.3.1.3. Prepare and publish clear guidelines of institutional responsibilities implied by existing norms and regulations, including flow charts on how to denounce and prosecute cases (specially CSEC)</p>

Immediate objectives	Outputs	Activities
<b>enforce the law and implement programs and policies</b>	O.3.2. Public officials trained on laws and regulations concerning child labor, especially on its worst forms	<p>A.3.2.1 Prepare an inventory of training needs and available resources in selected institutions, and conduct a pre-project assessment of the capacities of officials to be trained</p> <p>A.3.2.2. Design of a Training Plan in collaboration with the National Steering Committee</p> <p>A.3.2.3. Design of training of trainers plans in each of the selected public institutions (including congress, judiciary, ministries, police, journalists, mass media, trade unions, labor inspectors, NGOs, etc.)</p> <p>A.3.2.4. Provide technical assistance to each of the institutions to develop their internal training plans</p> <p>A.3.2.5. Disseminate and train officials on the Reference Manuals developed in Constanza and Boca Chica in the rest of the country</p> <p>A.3.2.6. Organize a post-project assessment of the capacities acquired by officials trained</p>
	O.3.3. National Plan of Action for the Elimination of the Worst Forms of Child Labor developed and coordinated with the National Plan against Commercial Sexual Exploitation of Children	<p>A.3.3.1. Support a strategic planning process with the National Steering Committee to elaborate key elements of the National Plan of Action</p> <p>A.3.3.2. Conduct sectoral and regional consultations about the key elements of the National Plan of Action</p> <p>A.3.3.3. Elaborate a National Plan for the Elimination of the WFCL on the basis of the above guidelines, consultations and the mapping of the worst forms done as part of the Preparatory Activities project</p> <p>A.3.3.4. Disseminate the contents and scope of the National Plan of Action among national institutions and international donors</p> <p>A.3.3.5. Coordinate and integrate the National Plan of Action with the National Plan against Commercial Sexual Exploitation of Children (developed as part of the Preparatory Activities project)</p> <p>A.3.3.6. Assist the National Steering Committee in developing a system for monitoring the implementation of both plans, including performing annual evaluations of its implementation</p>
	O.3.4. Models of intervention documented and ready to be replicated	<p>A.3.4.1. Identify and validate good practices in IPEC, NGO and government programs</p> <p>A.3.4.2. Document instruments, materials and processes of the identified good practices</p> <p>A.3.4.3. Publish and disseminate documentation</p>
<b>I/O 4. At the end of the project, children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labor</b>	O.4.1. Community monitoring system is established and in operation	<p>A.4.1.1. Conduct a census to identify working children in the project's areas of intervention</p> <p>A.4.1.2. Apply the monitoring forms designed and validated in Constanza</p> <p>A.4.1.3 Implement a community monitoring system (based on the Constanza pilot) and linked to the SINAMOTI (see A.2.2.6.)</p> <p>A.4.1.4. Train local staff in the collection of data and management of the monitoring database</p> <p>A.4.1.5. Prepare and disseminate periodic reports</p>



Immediate objectives	Outputs	Activities
	O.4.2. Boys and girls in the target group are enrolled and retained in school	<p>A.4.2.1. Create and equip study classrooms in spaces provided by the communities and with the support of local teachers and volunteers</p> <p>A.4.2.2. Create and equip preschools and community houses for 5 year old boys and girls in the target group</p> <p>A.4.2.3. Provide teaching and educational(s) material for the study classrooms, preschools and schools</p> <p>A.4.2.4. Train teachers, school principals and school district officials in educational management, teaching methods, how to interact with difficult students, among other subjects</p> <p>A.4.2.5. Promote after-school activities, including sports and arts programs</p> <p>A.4.2.6. Negotiate with SEE for the implementation of existing and future programs in the target communities' schools, including donations of school uniforms, books, provision of school meals and preventive health programs</p>
	O.4.3 Adolescents between 14 and 17 years old and their parents receive vocational training	<p>A.4.3.1. Negotiate with SEE the implementation of alphabetization programs for the parents of working children</p> <p>A.4.3.2. Negotiate with the INFOTEP the creation of collaborating centers, especially in the rural areas</p> <p>A.4.3.3. Equip collaborating centers</p> <p>A.4.3.4. Support INFOTEP in course design relevant to the employment opportunities available and skills demanded in the target communities</p> <p>A.4.3.5. Provide scholarships to vocational training programs for adolescents and their parents</p> <p>A.4.3.6. Link vocational programs with the SET youth employment program</p>
	O.4.4 Families of the working children develop alternative income activities and improve their access to credit	<p>A.4.4.1. Identify established financial institutions that can manage credit schemes at the local level</p> <p>A.4.4.2. Make agreements for the management of the funds</p> <p>A.4.4.3. Train target group about access, use and management of credit</p> <p>A.4.4.4. Conduct feasibility studies that identify possible income-generation alternatives</p> <p>A.4.4.5. Promote associative micro enterprises and cooperatives and micro enterprises and encourage associative credit schemes</p> <p>A.4.4.6. Link cooperatives or associations as well as credit scheme to the local development programs, if these exist</p>
	O.4.5. Communities are aware and mobilized to act against the WFCL	<p>A.4.5.1. Organize and conduct meetings to launch local programs and periodically evaluate their results, including a pre-assessment on of participants' knowledge and sensitivity toward child labor issues.</p> <p>A.4.5.2. Design and implement awareness raising campaigns at the community level, including posters, educational material with messages against child labor, billboards, TV, local radio programs and ads, articles in local papers and bulletins</p> <p>A.4.5.3. Conduct workshops with local media</p> <p>A.4.5.4. Promote school activities and competitions with the eradication of child labor theme (poetry, painting, songs, stories, etc.)</p> <p>A.4.5.5. Organize focus groups to determine the impact of the awareness raising efforts on the perceptions of the targeted families (post-assessment).</p>

Immediate objectives	Outputs	Activities
	O.4.6. Local governments, NGOs and community groups trained and coordinated to design and implement plans and programs to combat the WFCL	<p>A.4.6.1. Organize awareness raising and training workshops with local authorities, NGOs, community leaders including business owners and business organizations, workers' organizations, religious leaders and municipal authorities about the conventions, laws, regulation and implications of child labor, including a pre-assessment of participants on knowledge and sensitivity toward child labor issues.</p> <p>A.4.6.2. Train local community and community leaders in the use of the reference manual elaborated in Constanza</p> <p>A.4.6.3. Conduct training programs for community and community leaders in the use and management of community-based child labor monitoring system and strengthen and implement local information systems</p> <p>A.4.6.4. Conduct surveys and focus groups to determine the impact of training and awareness raising activities on the capacity of the trained individuals (post-assessment)</p> <p>A.4.6.5. Promote the creation of local support committees (<i>Comités de Apoyo Locales</i>, CAL) and Local Networks for the Elimination of Child Labor (<i>Redes Locales para la Erradicación del Trabajo Infantil</i>, REDTI)</p> <p>A.4.6.6. Provide technical assistance to the design and implementation of local development plans</p>

## 4.3. Indicators and Means of Verification

IMMEDIATE OBJECTIVES	INDICATORS	COMMENTS ON THE INDICATORS	MEANS OF VERIFICATION
I/O 1. At the end of the project, the society at large and key sectors in particular are aware of children's right and the negative consequences of child labor	Perception of child labor in key sectors of the society and in the public opinion	This indicator will try to show — through a qualitative analysis using focus groups and mini-surveys— the perception towards child labor and the attitudes change among key sectors specifically targeted (journalists, legislators, judges, employers, workers, tourists, etc.) and the general public opinion.	Focus groups (measurement before and after) and KAB survey (both after the project and before, as part of the evaluation of the campaign included in the preparatory activities for the TBP).
	Media coverage of child labor issues	There will be a quantitative and a qualitative analysis of the media coverage of child labor issues. An increase in the number of printed articles and broadcasted programs is expected due to the information generated by the project. It is also expected that the contents of the information will be according to the international standards in place.	Quantitative and qualitative analysis of media, including pre and post training assessments of participants' knowledge and sensitivity to child labor issues. Project management.
I/O 2. At the end of the project, information on the situation of children involved in WFCL is produced and regularly updated	Coverage of the monitoring systems created	The indicator will determine the proportion of children involved in WFCL that are being regularly monitored, on the total children involved in WFCL (according to existing data). This is a measure of the efficiency of the system.	SINAMOTI reports  Reports from the System about Commercial Sexual Exploitation of Children and Trafficking
	Number of cases brought to the protection agencies or to the relevant institutions based on the information provided by the monitoring system	This is an indicator of the effectiveness of the monitoring system as a tool for the effective protection of exploited children	Reports from institutions of protection and relevant authorities. Cross analysis with information included in the SINAMOTI and the System about Commercial Sexual of children and Trafficking
I/O 3. At the end of the project, key institutions (including local governments and communities) will be capable to coordinate enforce the law and implement programs and policies	Planning and implementation capacities of key (trained) institutions	Qualitative indicator that will show the effect of the capacity building efforts on the institutions' ability to plan and implement programs against child labor	Pre-test and post-test of institutional capacity included as part of the training activities
	Number and type of institutions using the National Plan as the policy framework for their work against child labor	There will be a breakdown of the indicator by type of institution. This will be a proxy indicator for coordination	Reports and work plans of relevant institutions and organizations and project monitoring
	Number and scope of coordinated initiatives against the WFCL initiated outside this project scope	This indicator is both quantitative and qualitative. It shows action against child labor undertaken as a consequence of the capacity building efforts of the project	Reports and budgets of relevant institutions and organizations and project monitoring

IMMEDIATE OBJECTIVES	INDICATORS	COMMENTS ON THE INDICATORS	MEANS OF VERIFICATION
	Effectiveness of the National Plan for the Elimination of WFCL and the National Plan against Commercial Sexual Exploitation of Children	This is a qualitative indicator based on the evaluations of both plans	Evaluation reports of both plans
I/O 4. At the end of the project, children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labor	Number of working children in selected worst forms and districts	Indicator of the incidence of WFCL in the areas of intervention. Breakdown by form, district, gender and age group. This indicator will cover both the withdrawal of children from work and the preventive effect	Baseline survey and repetition of the baseline survey at the end of the project
	Number of working children withdrawn from work / rescued from sexual exploitation and rehabilitated by the project	Breakdown by form, district, gender and age. This indicator will show the efficiency of the project in terms of withdrawal	Information from SINAMOTI and System about Child Sexual Exploitation and Trafficking
	Enrolment rates for children targeted and for total child population in selected districts	Breakdown by forms of child labor, districts, gender and age. The measurement for the total child population will be used for comparison purposes	School records, Ministry of Education Information, SINAMOTI and project monitoring system
	Drop-out rates for children targeted and for total child population in selected districts	Breakdown by forms of child labor, districts, gender and age. The measurement for the total child population will be used for comparison purposes	School records, Ministry of Education Information, SINAMOTI and project monitoring system
	Promotion rates for children targeted and for total child population in selected districts	Breakdown by forms of child labor, districts, gender and age. The measurement for the total child population will be used for comparison purposes	School records, Ministry of Education Information, SINAMOTI and project monitoring system

#### 4.4. Assumptions

Considering the analysis of the area of impact presented in the section 4.1 (the theory of change of the program), a set of positive circumstances have to be in place so the project can effectively achieve its objectives.<sup>39</sup> In general, and at the development objective level, to make an effective contribution to the urgent elimination of the WFCL in the Dominican Republic the project will have to be developed in a stable political environment, where the development priorities of the country remain even, allowing equal or increased investments in the social sectors (education, children rights, health...) and leading to the creation of the necessary conditions to boost employment.

In terms of the institutional strengthening component of the project, it is assumed that the national and local health and protection programs will target families with child labor or at risk, ensuring the necessary access to health services and the functioning of shelters. The Presidential Anti-Poverty Program will focus also on this group, allowing an effective transfer of resources to the families targeted by the project. This implies a correct operation of the information system for the identification of poor families and that the awareness raising efforts effectively reach those in charge of taking decisions at this level. When necessary, the project will advocate for these conditions to hold true.

For the awareness raising efforts to be effective in changing attitudes, the assumption is that community organizations and networks will remain active at the local and national levels.

A general assumption for the implementation of the project is that all the relevant actors, including the government agencies involved in the process, will remain involved in the project activities as arranged, with the same or a higher degree of commitment and involvement as present, allowing for the necessary contributions (especially the participation of the staff in the project activities) continue.

At the community level, the same theory of change applicable nationally remains valid. The analysis showed in the area of impact framework indicated that a number of specific assumptions need to be taken into consideration:

- Considering the establishment of a community child labor monitoring system, SEE will have to keep distributing registry forms in the schools and maintaining the current system .
- For the promotion of school enrolment and retention, the extension of the multi-grade program is essential to make sure that rural schools located in remote areas can offer relevant education to children of different ages. School management will have to ensure that child laborers' needs are taken care of, and that there is an adequate registry of absenteeism that can be used for prevention. Finally, support programs will reach the schools targeted by the project so as to provide additional incentives for the children and their families to go and stay in school. Several of these situations require an increase in national and local resources devoted to education.
- The enhancement of the vocational training system for adolescents and adults requires the active participation of INFOTEP, as agreed. The access conditions to the system will have to be modified so the target group can take advantage of them.
- For the income-generating component of the project to be successful, alternatives for those families not willing to start a new business will have to exist. The organization of communities around associative enterprises and the diversification of agricultural production are necessary conditions for this. Finally, the saving habits among families will have to be present to make sure that, once they have increased their income (this will be one of the project's outcomes), there will be a provision of resources to be used during crisis periods, where the exploitation of child labor as a survival strategy tends to increase.

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<sup>39</sup> Although some of these assumptions are pre-conditions, according to ILO and IPEC design methodologies, pre-conditions can constitute a special kind of assumption. The inclusion of such pre-conditions reflects the immediate need for some basic hypothesis to hold true. Those issues identified as assumptions will be monitored and, whenever possible, influenced by the project management, although they remain outside the project control.

- The awareness raising and capacity development components at the local level will depend on the permanence of trained officials and staff or organizations in positions where they can use the knowledge acquired because of the project. It is also assumed that the activities at the national level will have positive consequences in the targeted communities.

As mentioned above, the project management will monitor closely these and other assumptions that might be identified during the implementation to make sure that the necessary positive conditions exist, and it will actively intervene through advocacy whenever necessary.

## 5. SUSTAINABILITY

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The Dominican Republic, namely the government, workers' and employers' organizations and the institutions of the civil society, owns the TBP. This ownership is the basis for the sustainability of the project, meaning that the positive situation created as a consequence of this project will continue and improve after its end date thanks to the national efforts to eliminate effectively the WFCL in the country.

Sustainability, though, has to be built. In this project it will be considered as a crosscutting issue of the whole strategy, both at the national level and for the targeted interventions. The project will ensure that all activities lead to sustained change. This can either be achieved by ensuring that activities continue in a self-sustained manner after withdrawal of international support or that domestic capacity has been created that enables national and local institutions and communities to initiate and implement initiatives against the WFCL as circumstances change.

Each action program for the individual project elements will include sustainability strategies for the specific project element.

Sustainability will be closely linked to the preparation of a National Plan for the elimination of the WFCL. This document will be elaborated based on the mapping that is being done at present, which will allow a better knowledge of the coverage of existing public and private programs and policies. The list of hazardous occupations and its geographic localization will also be included in this map, which will complement the existing SIMPOC data. Based on this information and with IPEC technical assistance, the responsible public institutions will organize a 4-5 years planning process that will set clear targets, commitments and responsibilities. The implementation of this plan is the best guarantee for the sustainability of the TBP.

Progress toward sustainability and the phase-out strategy will be assessed during project implementation, and that assessment will be included in the mid-term evaluation report. This should include who will assume responsibility for the various components of the project, and possible corrective measures in those cases with weak perspectives of achieving sustainability.

Four factors have been considered in order to set up the sustainability strategy of this project:

- The necessary political will and support;
- The capacity of the institutions involved;
- The cultural perceptions about child labor;
- The financial resources necessary to cover recurrent costs.

### 5.1. Political support

As explained before, political commitment is a fact. Without it, the development of this project document would have been impossible. The SET has made this commitment explicit by donating \$300,000 in cash for the implementation of the project of preparatory activities and another \$300,000 to expand the work on commercial sexual exploitation to another area of the country (see more information on this intervention in section 9.2, national inputs, footnote 41). Also, the SET has created a Department of child labor within its framework in order to provide more constant and specialized support to the project.

This general political support will be the basis for the sector-based commitments needed in almost every area of work, especially information, education and awareness raising. The activities included in the strategy for policy development will seek to ensure coordination in this area, including on the one hand governmental institutions, workers, employers and civil society groups, and on the other hand donors and international organizations.

## 5.2. Institutional capacity

Building capacity is also a key element of the sustainability strategy. It is considered a crosscutting issue, relevant for every sector and area of work. The project will promote the strengthening of existing institutions – public and private – for information and mapping child labor, providing education to the target groups and ensuring the functioning of the income generation alternatives. For every new initiative, the capacity of the selected institutions to deal with the new functions and manage increased resources will be assessed. The project management will analyze the foreseeable scenario after the withdrawal of the project (e.g. situation of the trained personnel, existence of resources in regular budgets for continuing to perform the new functions, etc.).

Long-term sustainability of the TBP as a whole can be seen as the ability of the country to analyze the changing situation of children in order to program effective interventions to benefit them. The development of the institutional capacity to manage the knowledge base is then one of the key strategies to create an enabling environment.

## 5.3. Social and cultural perceptions

Cultural perceptions are one of the root causes of child labor in Dominican Republic. Raising awareness on the negative consequences of the WFCL among adults and children is an integral part of the strategy to change prevalent attitudes towards this phenomenon. The general awareness raising strategy has been described, but it will also be part of the other interventions.

The project will also deal with gender issues, on the understanding that reducing the differences in access to assets, resources and power between men and women and girls and boys is essential to generate a sustainable situation where children have better opportunities to develop fully their capacities.

Sustainability of the social mobilization strategy will depend on continued political commitment and on the perceived benefits of participation in the targeted communities. The positive results of the project will be highlighted in the awareness raising campaigns so everybody at the municipal level can see and enjoy the benefits of the project.

The general strategy of executing the project through implementing agencies with strong local presence will ensure the sustainability of the whole project by enhancing the sense of community ownership.

## 5.4. Financial needs

Every action program will include a specific strategy to generate or commit resources to cover recurrent costs (maintenance, salaries, operation, etc.). In some cases (especially in the area of education and data collection at the national level) this will mean including these costs in the regular budgets of the institutions, or generating local, community-owned financing mechanisms through voluntary or mandatory contributions of the users of the services. In other cases (e.g. income generation strategy, including micro-credit fund), the project will develop its intervention instruments taking into consideration the need to generate sufficient resources to cover recurring costs after the end of the external aid. For example, the interest rate for the micro-credits will be fixed considering two variables: what the users are capable and willing to pay and what are the specific administration needs of the micro-credit fund.



## 6. INSTITUTIONAL FRAMEWORK AND MANAGEMENT STRUCTURE

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The government of the Dominican Republic has established a National Steering Committee, which is responsible for coordinating all child labor initiatives in the country. It will provide overall guidance on priorities and implementation. The Committee is chaired by the Ministry of Labor. The Committee includes the Ministers of Education and Health, CONANI, Governing Body, Municipalities, NGOs representative as well as representatives from workers' and employers' organizations. In addition, there is a Sub commission to fight against commercial sexual exploitation, which follows up on all activities related to this issue.

At the local level, the program will promote local networks that will include regional government officials of the ministries and government institutions mentioned above, municipal officials, and community leaders. The committees will help coordinate and guide the program at the community level and help monitor children's attendance at school and their working conditions.

Following ILO-IPEC standard procedures, the execution of some of the activities at the national level and in the municipalities will be subcontracted to implementing agencies (governmental institutions, workers' and employers' organizations, NGOs, CBOs). The program management will closely supervise their activities, by receiving regular reports and through monitoring visits (see chapter 8 on planning, monitoring and evaluation).

### *Management & Coordination*

ILO will appoint a Time-Bound Project Team that will be responsible for the implementation of this project. A Chief Technical Advisor (CTA) will be recruited internationally and will be responsible for the overall operational management of the project, for reporting according to ILO and donor requirements, and for coordinating with all other relevant ILO and IPEC projects. He/she will serve as team leader; supervise the work of the project team. He/she will report to the IPEC sub regional Coordinator, and will report to the ILO Area Office in San Jose and IPEC Headquarters in Geneva through the Sub regional Coordinator. He/she will prepare quarterly technical progress reports to be submitted to the donor through standard ILO channels.

In addition, one National Program Manager will assist the CTA in project planning, management, and implementation. He/She will be the liaison with the Dominican government and the National Steering Committee. The program will assume the cost of the current CSEC consultant. In addition it will hire two additional national consultants to supervise the planned action programs and to coordinate the local monitoring activities.

The program will assume the management of all the TBP preparatory activities as well as the action programs in Constanza and Boca Chica. The CTA will provide administrative and political support to all other IPEC projects in the country including the coffee and commercial agriculture action programs in Ocoa and Azua. These projects will continue to benefit from the technical support of the CTA of the sub regional project. The CTA of the TBP will ensure that all activities in the country support the governments effort to eradicate the worst forms of child labor and that they are incorporated into the National Plan of Action.

The program staff will undertake regular field visits to the different project locations in order to assess progress, to identify implementation problems, and to take corrective measures.

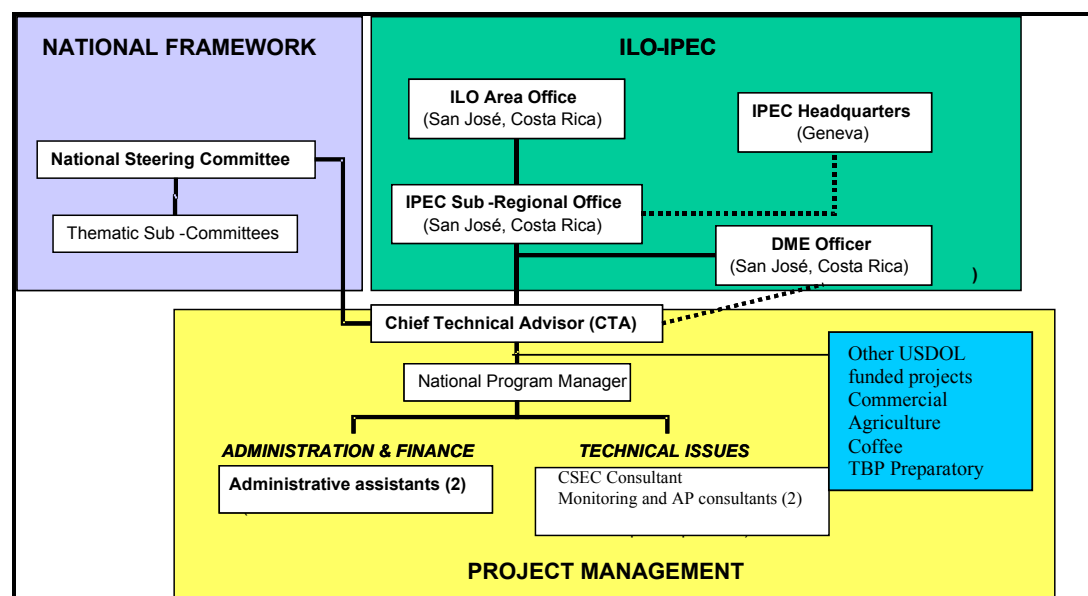
An administrative assistant will be hired to coordinate financial and administrative issues. The project will share another administrative assistant with the IPEC project to combat child labor in the tomato sector. Since IPEC anticipates that the tomato project will conclude by end of 2003, resources have been allocated in this program for an administrative assistant in the years 2004 and 2005.

This project assumes close collaboration of staff with the anticipated but separately funded USDOL Education Initiative project in the Dominican Republic. The project will receive extensive technical support from IPEC Headquarters in Geneva and the ILO sub regional office in San Jose, as well as from the Multidisciplinary Team specialists in San José. The Sub regional Coordinator will provide overall technical guidance to all components of the program as well as ensuring that the project meets all IPEC technical and administrative requirements. SIMPOC HQ team and the regional baseline project specialist will backstop the data and information elements of the project. The Sub regional DME officer will work closely with the project staff and will provide technical and methodological support to the further planning of the project and its elements, to the implementation of the child labor monitoring system and to the evaluation activities, including the documentation of experience.

The program evaluations – mid-term and final– will be coordinated by the Design, Evaluation and Database team in Geneva, working closely with the program management in the Dominican Republic, the IPEC Sub regional Coordination (especially the DME officer), and the ILO Area Office in Costa Rica.

This program will link with other ILO programs in the Dominican Republic to build synergies and economies of scale. Similarly, it will build strong working relationships with other ILO departments in Geneva, such as SEED and the Intensive Employment Initiatives program. At the same time, the program managers will coordinate activities with other donors to mobilize additional resources to combat the WFCL in Dominican Republic.

Organizational Chart



## 7. PROJECT PLANNING, MONITORING AND EVALUATION

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Planning, monitoring and evaluation of this project of support will serve the overall strategy by developing the knowledge base on child labor in the country, mobilizing resources and institutions around this issue, and building capacity to perform these functions at the national level and in the local communities. As in any other project, planning, monitoring and evaluation also will serve as management tools for implementation and accountability.

IPEC established procedures, which are based on ILO guidelines for technical cooperation projects, will be used throughout the cycle of the project.

### 7.1. Overall project level

A *planning meeting* with all partner agencies will be organized at the beginning of the project. Upon completion of the different baseline surveys and after the consolidated analysis of the information, a *project monitoring plan* will be prepared, including revising the list of indicators provided in this document, defining targets, and giving further detail on the means of verification. This will ensure that all indicators are detailed, quantifiable, result-oriented, and verifiable. Additional indicators might be added if needed. Partners including USDOL will be provided with a copy of the revised list of the indicators and the baseline documents as an annex to the corresponding progress report.

An annual work plan for the project will be developed, which will be based on the general work plan included in this document. It will include dates for when action programs and individual components have to be developed and implemented. A copy of the annual work plan will be submitted to key partners, including USDOL within one month after the implementation of the project has started.

Monitoring will focus on the use of inputs, the execution of activities, the delivery of outputs, and the progress in achieving the project objectives. It will also look closely at the linkages between this project and other related interventions to eliminate the WFCL, either implemented by the ILO and IPEC or by other donors and agencies. One of the key functions of monitoring will be ensuring coordination with the national social programs, especially in the area of education. Regular review meetings will be organized with all partner agencies in order to assess progress, review obstacles, and define strategies for improvement.

There will be a clear link between the monitoring of the project and the child labor monitoring system. The information generated will be shared and integrated as appropriate, although both systems will be managed independently.

ILO will report quarterly to key partners, including USDOL on progress achieved, problems faced, and proposed corrective action based on project monitoring activities and the regular progress reports required by ILO-IPEC. This will include reporting on some of the indicators established in the project-monitoring plan. The frequency of information updating will depend on the nature of the indicators. Reporting to the donor will be in accordance with the reporting schedule and format agreed on with USDOL. In addition ILO will submit detailed financial reports on a biannual basis.

Key partners including USDOL will be informed of and invited to participate in all major events related to this project.

ILO-IPEC will undertake field missions to project sites, including Action Program sites, to monitor the implementation of the project.

The Project CTA and the IPEC Sub regional Coordinator, in consultation with the respective ILO Area Director and IPEC headquarters, may approve minor revisions of work plans and line item allocations of partner agencies. Where it is decided that project changes are large enough to require revision in the approaches, strategies, and outputs of this document, such revisions will follow ILO-standard procedures.

An *annual self-evaluation* report for the whole project, as required by internal ILO procedures, will be

prepared.

A *mid-term evaluation process* will be carried out as agreed upon by the partners, USDOL and ILO-IPEC, in accordance with the monitoring plan. It will be designed as an input for the continuous planning process of the project.

A *final independent evaluation with external participation* will be conducted at the end of the project. It will analyze the overall effects of the different initiatives on the magnitude and incidence of the worst forms of child labor. Its focus will be on the TBP as a whole, although special emphasis will be placed on the project of support objectives. The exercise will include impact assessment through the repetition of the baseline survey.

The exact nature of the evaluations (purpose, timing, issues to be addressed, approach and methodology etc.) will be decided in consultation with partners, including the donors and main stakeholders. The evaluation function at IPEC headquarters will coordinate these exercises.

USDOL will receive a copy of both evaluation reports and will be given the option of participating in them. The evaluation will focus on the project as a contribution to the overall National Plan of Action against the WFCL in Dominican Republic, although the contribution of individual elements will also be evaluated. Therefore, the evaluation will be based on evaluations at the level of individual strategic elements.

The National Steering Committee and related national mechanisms will be involved in the process as appropriate, including receiving a copy of the evaluation reports.

USDOL reserves the right to request that the ILO's external auditor undertake a financial audit of this project. In the eventuality that such audit is requested, additional terms of reference governing the audit would be agreed upon by the donor and the ILO, and attached as an Addendum to this document, and additional funds would be set aside to meet the costs of the audit.

## **7.2. Action Program Level**

The execution of the Action Programs will be subcontracted to implementing agencies. In line with regular ILO-IPEC procedures, formal agreements between the implementing agency and the ILO include an Action Program Summary Outline (APSO, i.e. project document in the logical framework format, together with an overall work plan) and a detailed budget. This will be developed by the implementing agencies in consultation with the ILO-IPEC field staff. IPEC Geneva will obtain the approval of the relevant ILO departments. Within one month from the signature of the subcontracts between the implementing agencies and the ILO, the implementing agencies will submit a detailed work plan, which will include a program-monitoring plan.

Copies of Action Program Summary Outlines for Action Programs with more than a \$100,000 budget approved in the period covered will be included with the technical progress reports to USDOL.

Implementing agencies will be required to organize regular consultations with their target groups, including at the design stage of the action program.

Progress and financial reports, and expenditure forecasts will be prepared by the implementing agencies on a fourth-monthly basis.

Program monitoring and self-evaluations (mid-term and final) will be carried out for each Action Program by the implementing agencies according to ILO-IPEC procedures. Independent evaluations of specific Action Programs can be carried out by mutual agreement and with the provision of additional funds.

## 8. PROJECT IMPLEMENTATION TIMETABLE

The following table presents a very tentative implementation schedule. The preparation of a project timetable will be one of the first activities of project management

<i>Tentative Time Table</i>		
Activity	Begin	End
1.1. Gender sensitive reports on Worst Forms of Child Labor, produced and disseminated among key stakeholders		
1.1.1. Design —in collaboration with the Health and Safety at Work Network created in the DR— research protocols about hazardous child labor	February 2003	August 2003
1.1.2. Carry-out and disseminate research reports on hazardous child labor and other worst forms	September 2003	December 2004
1.1.3. Produce information and promotional material about the hazardous child labor and the worst forms of child labor including the results of the research carried out and existing legislation, regulations and sanctions	September 2003	December 2004
1.1.4. Organize informational workshops, forums and promotional activities with key stakeholders (including (employers, legislators, trade unions, judges, labor inspectors, public and private institutions, NGOs, etc.)	April 2003	September 2005
1.2. Journalists and opinion leaders trained and networking		
1.2.1. Design a training manual for media professionals	May 2003	September 2003
1.2.2. Organize workshops with the different national and local media (newspapers, radio, TV)	October 2003	September 2005
1.2.3. Establish a network of “ Journalists and media against child labor”	January 2004	April 2004
1.2.4. Seek the support of famous people and personalities engaged in the elimination of the WFCL	May 2003	May 2005
1.3. Awareness raising campaign designed and implemented		
1.3.1. Design advocacy, awareness raising and educational materials (posters, brochures, etc.) about the WFCL based on the research and information generated by the project, including good practices	August 2003	December 2004
1.3.2. Launch an awareness raising campaign in collaboration with the “Journalists and Media against child labor” Network in the press, TV and radio	February 2004	September 2005
2.1. Indicators about child labor included in national surveys		
2.1.1. Define relevant child labor indicators to be included in Central Bank’s household expenditure and income survey (ENGIH, <i>Encuesta de Gastos e Ingresos de Hogares</i> )	October 2002	March 2003
2.1.2. Negotiate with the authorities of the President’s Technical Secretariat of ONAPLAN, ONE, and the Central Bank for the inclusion of the child labor indicators in the ENGIH	April 2003	December 2003
2.1.3. Negotiate with the relevant authorities the reduction of the age — from 10 to 5— of children included in the Central Bank’s Labor Force Survey	April 2003	December 2003
2.1.4. Include variables about child labor in the data gathering instruments that will be designed by the ONE to identify the target population of the Poverty Reduction Plan	January 2004	December 2005
2.2. Child Labor Monitoring System (SINAMOTI) created and in operation		
2.2.1. Design the SINAMOTI in coordination with the Child Labor Unit (UTI)	January 2003	June 2003

of the Ministry of Labor (SET)		
2.2.2. Provide technical assistance and support for the installation and management of the system	July 2003	December 2003
2.2.3. Carry out training workshops for Information Technology (IT) technical staff of the UTI about the operation and management of the system	September 2003	December 2003
2.2.4. In collaboration with the technical staff, design a manual about the management and use of the SINAMOTI	January 2004	July 2004
2.2.5. Train staff involved in the data gathering and analysis	January 2004	December 2004
2.2.6. Harmonize the SINAMOTI system with the Child Labor Monitoring Systems included in specific Action Programs (See 4.1)	January 2004	July 2004
2.2.7. Support the Ministry of Education (SEE) in the periodic collection about working children in the classrooms	January 2004	September 2005
2.2.8. Collaborate in the establishment of a coordination system between the SINAMOTI and the data collected by the SEE	January 2004	September 2005
2.2.9. Link the ONE's Poverty Reduction database to the SINAMOTI	January 2004	September 2005
2.3. Information System about Commercial Sexual Exploitation of Children and Trafficking created and in operation		
2.3.1. Support the design (by CONANI and the "Organismo Rector") of a monitoring system for CSE and trafficking in collaboration with universities, NGOs and other institutions	January 2003	December 2003
2.3.2. Provide technical assistance to CONANI in the implementation of the system designed	January 2004	September 2005
2.3.3. Train technical staff of the institutions involved (CONANI, "Organismo Rector", police, health workers, prosecutors' office) in the collection and analysis of data	July 2004	September 2005
3.1. Institutions knowledgeable on their roles and responsibilities		
3.1.1. Prepare an inventory of training needs and available resources in selected institutions	October 2002	April 2003
3.1.2. Design of a Training Plan in collaboration with the National Steering Committee	May 2003	August 2003
3.1.3. Design of training of trainers' plans in each of the selected public institutions (including congress, judiciary, ministries, police, journalists, mass media, trade unions, labor inspectors, NGOs, etc.)	September 2003	March 2004
3.1.4. Provide technical assistance to each of the institutions to develop their internal training plans	April 2004	September 2005
3.1.5. Disseminate and train officials on the Reference Manuals developed in Constanza and Boca Chica in the rest of the country	January 2004	October 2004
3.2. Public officials trained on laws and regulations concerning child labor, especially on its worst forms		
3.2.1. Provide technical assistance in the creation of regulation of hazardous work as required in article 3d of Convention 182	July 2003	December 2003
3.2.2. Support the legislative and regulatory changes proposed by the reports prepared as part of the TBP preparatory activities in Dominican Republic	January 2003	September 2003
3.2.3. Prepare and publish clear guidelines of institutional responsibilities implied by existing norms and regulations, including flow charts on how to denounce and prosecute cases (specially CSEC)	January 2004	July 2004
3.3. National Plan of Action for the Elimination of the Worst Forms of Child Labor developed and coordinated with the National Plan against Commercial Sexual Exploitation of Children		
3.3.1. Support a strategic planning process with the National Steering Committee to elaborate key elements of the National Plan of Action	February 2003	April 2003

3.3.2.	Conduct sector and regional consultations about the key elements of the National Plan of Action	May 2003	July 2003
3.3.3.	Elaborate a National Plan for the Elimination of the WFCL on the basis of the above guidelines, consultations and the mapping of the worst forms done as part of the Preparatory Activities project	August 2003	November 2003
3.3.4.	Disseminate the contents and scope of the National Plan of Action among national institutions and international donors	February 2004	September 2005
3.3.5.	Coordinate and integrate the National Plan of Action with the National Plan against Commercial Sexual Exploitation of Children (developed as part of the Preparatory Activities project)	January 2004	September 2005
3.3.6.	Assist the National Steering Committee in developing a system for monitoring the implementation of both plans, including performing annual evaluations of its implementation	February 2004	September 2005
3.4.	Models of intervention documented and ready to be replicated		
3.4.1.	Identify and validate good practices in IPEC, NGO and government programs	October 2003	October 2004
3.4.2.	Document instruments, materials and processes of the identified good practices	October 2003	December 2004
3.4.3.	Publish and disseminate documentation	January 2004	August 2005
4.1.	Community monitoring system is established and in operation		
4.1.1.	Conduct a census to identify working children in the project's areas of intervention	October 2002	May 2003
4.1.2.	Apply the monitoring forms designed and validated in Constanza	March 2003	December 2005
4.1.3.	Implement a community monitoring system (based on the Constanza pilot) and linked to the SINAMOTI (see A.2.2.6.)	October 2003	December 2005
4.1.4.	Train local staff in the collection of data and management of the monitoring database	September 2003	September 2003
4.1.5.	Prepare and disseminate periodic reports	January 2004	December 2005
4.2.	Boys and girls in the target group are enrolled and retained in school		
4.2.1.	Create and equip study classrooms in spaces provided by the communities and with the support of local teachers and volunteers	April 2003	September 2004
4.2.2.	Create and equip preschools and community houses for 5 year old boys and girls in the target group	April 2003	September 2005
4.2.3.	Provide teaching and educational(s) material for the study classrooms, preschools and schools	July 2003	September 2005
4.2.4.	Train teachers, school principals and school district officials in educational management, teaching methods, how to interact with difficult students, among other subjects	January 2004	December 2004
4.2.5.	Promote after-school activities, including sports and arts programs	July 2003	September 2005
4.2.6.	Negotiate with SEE for the implementation of existing and future programs in the target communities' schools, including donations of school uniforms, books, provision of school meals and preventive health programs	October 2002	September 2005
4.3.	Adolescents between 14 and 17 years old and their parents receive vocational training		
4.3.1.	Negotiate with SEE the implementation of alphabetization programs for the parents of working children	October 2002	September 2005
4.3.2.	Negotiate with the INFOTEP the creation of collaborating centers, especially in the rural areas	October 2002	September 2005
4.3.3.	Equip collaborating centers	May 2003	December 2003
4.3.4.	Support INFOTEP in course design relevant to the employment opportunities available and skills demanded in the target communities	April 2003	August 2004
4.3.5.	Provide scholarships to vocational training programs for adolescents and their parents	September 2003	December 2005

4.3.6.	Link vocational programs with the SET youth employment program	January 2004	December 2005
4.4.	Families of the working children develop alternative income activities and improve their access to credit		
4.4.1.	Identify established financial institutions that can manage credit schemes at the local level	October 2002	August 2003
4.4.2.	Make agreements for the management of the funds	October 2003	December 2003
4.4.3.	Train target group about access, use and management of credit	January 2004	December 2004
4.4.4.	Conduct feasibility studies that identify possible income-generation alternatives	August 2004	April 2005
4.4.5.	Promote associative micro enterprises and cooperatives and micro enterprises and encourage associative credit schemes	January 2004	April 2005
4.4.6.	Link cooperatives or associations as well as credit scheme to the local development programs, if these exist	August 2004	September 2005
4.5.	Communities are aware and mobilized to act against the WFCL		
4.5.1.	Organize and conduct meetings to launch local programs and periodically evaluate their results	September 2003	September 2005
4.5.2.	Design and implement awareness raising campaigns at the community level, including posters, educational material with messages against child labor, billboards, TV, local radio programs and ads, articles in local papers and bulletins	January 2004	September 2005
4.5.3.	Conduct workshops with local media	January 2004	December 2004
4.5.4.	Promote school activities and competitions with the eradication of child labor theme (poetry, painting, songs, stories, etc.)	September 2003	April 2005
4.6.	Local governments, NGOs and community groups trained and coordinated to design and implement plans and programs to combat the WFCL		
4.6.1.	Organize awareness raising and training workshops with local authorities, NGOs, community leaders including business owners and business organizations, workers' organizations, religious leaders and municipal authorities about the conventions, laws, regulation and implications of child labor.	April 2004	September 2005
4.6.2.	Train local community and community leaders in the use of the reference manual elaborated in Constanza	August 2004	December 2004
4.6.3.	Conduct training programs for community and community leaders in the use and management of community-based child labor monitoring system and strengthen and implement local information systems	January 2004	May 2004
4.6.4.	Promote the creation of local support committees ( <i>Comates de Apoyo Locales</i> , CAL) and Local Networks for the Elimination of Child Labor ( <i>Redes Locales para la Erradicación del Trabajo Infantil</i> , REDTI)	March 2003	April 2004
4.6.5.	Provide technical assistance to the design and implementation of local development plans	August 2003	September 2005